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# Guiding Principles and Operational Policies

P A R K S C A N A D A



Government  
Publications



**PARKS CANADA  
GUIDING PRINCIPLES  
AND  
OPERATIONAL POLICIES**

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## MESSAGE FROM THE MINISTER

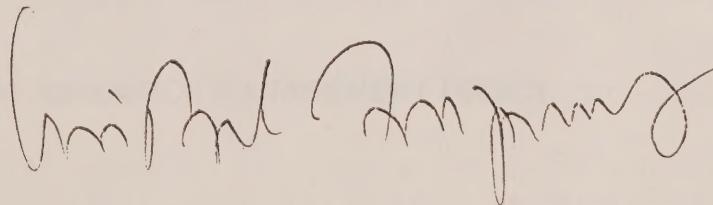
As the Minister responsible for Canadian Heritage, I am pleased to present *Parks Canada Guiding Principles and Operational Policies*. I extend my appreciation to those Canadians who helped in the development of this comprehensive policy. You have made an important contribution to the preservation of Canada's national heritage.

What we value as Canadians is our freedom, our clean environment, the beauty and wildness of nature, and the paths of human endeavour that brought us to where we are today. The peace and sense of renewal we feel in wandering through a forest, along a mountain path or beside a surging sea encourage us to want to share these experiences with our children. The sense of wonder and reverence we feel as we learn about the past human activities that laid the foundation of our country stimulate a profound concern for ensuring the survival of historic places, artifacts and structures.

These values, which we cherish so deeply, motivate us to make protection of natural areas and commemoration of historic places a high national priority. Such areas and sites represent the very essence of our identity as a people. They characterize the way we see ourselves and how others see us as a nation. Through our efforts, we demonstrate to the world a thoughtful, caring attitude towards the national and international treasures of nature and culture so richly bestowed upon Canadians.

The inspiration and knowledge we derive from these special heritage places more than justify our efforts to protect and commemorate them. More important, as a civilized society we have a fundamental stewardship responsibility to ensure that the record of our past, the rich diversity of wild spaces and species, the beauty and grandeur of our lands and seas, and the cultural character of our communities are not inadvertently lost over time.

Canada has in place a world-class system of heritage areas and programs, be they national historic sites, national parks, heritage rivers, heritage railway stations and buildings, historic canals or marine conservation areas. These places are located all across Canada and are part of a global heritage family. Canadians must share in the continuing challenge of managing and safeguarding these national treasures - not only because of the magnitude of the task, but because it is important that we feel part of the effort to preserve such an abundant legacy.



Michel Dupuy  
Minister of Canadian Heritage



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## FOREWORD

This document is a comprehensive statement of broad principles that gives direction to both present programs and future initiatives of Parks Canada. It provides a framework for the delivery of heritage programs and for responsible management decisions that reflect the national interest while being sensitive to local considerations.

The document explains how the federal government, within the context of Parliamentary approvals, carries out its national programs of natural and cultural heritage recognition and protection as assigned to the Minister responsible for Parks Canada. This program is but part of a family of protected heritage areas and activities administered by other federal, provincial, territorial and non-government organizations, and depends increasingly on the cooperation of others.

The policies provide national direction for more detailed policies in specific subject areas, and for various park and historic site management plans, which take into account Canada's regional diversity. Further, they can be a guide for other agencies, organizations and individuals also involved in commemorating, protecting and presenting natural and cultural heritage.

The Parks Canada Policy of 1979 is replaced by this document, which reflects the many changes that have occurred since then. These include a greater sense of urgency in dealing with environmental and heritage matters, new and amended legislation, as well as changes in heritage programs.

The legislative and program changes which have occurred since 1979 include:

- amendments to the *National Parks Act* (1988);
- passage of the *Heritage Railway Stations Protection Act* (1988);
- new policies, including the Federal Heritage Buildings Policy (1982) and the National Marine Parks Policy (1986); and
- the Canadian Heritage Rivers System (1984).



## PREFACE

*"... deterioration or disappearance of any item of the cultural or natural heritage constitutes a harmful impoverishment of the heritage of all nations of the world."*

(World Heritage Convention, UNESCO)

### Canadian Identity and Heritage

As Canadians we appreciate the beauty of the natural environment and the richness of our history. These elements contribute to an understanding and collective sense of Canada's national identity as well as a shared sense of pride. They unify us as a people yet express our national diversity. Canadians share this heritage with each other and welcome others to value, respect and learn about it. We celebrate this rich heritage through national historic sites, national parks and park reserves, heritage railway stations, historic canals, marine conservation areas, heritage rivers, federal heritage buildings and historical markers.

These national symbols contribute to our Canadian identity in many ways. They depict a diversity of cultures and natural environments. They are national symbols, yet can be located in virtually any part of the country – urban, rural and remote. They are also tangible links not only with the past and the present but with the future. Heritage places provide a window to the world and showcase our global responsibilities in ensuring continued protection and presentation of a heritage that has both national and international significance.

Canada's environment encompasses a vast array of terrestrial and marine ecosystems — the Arctic tundra, the western mountains, the prairies, the Precambrian Shield, and the eastern uplands, including the off-shore areas of the Great Lakes, and the Atlantic, Arctic, and Pacific coasts. The environment also includes places and landscapes associated with human heritage. These historic places — which represent thousands of years of

human history and encompass places of work and worship, commerce and culture, law and leisure — evoke our past, our aspirations and our values.

### Conservation Strategies and Sustainable Development

Heritage places must be managed in a manner that sustains them and respects their intrinsic values.

Heritage places contribute to broader sustainable development and conservation strategies by:

- maintaining ecological integrity and biodiversity of natural areas;
- preserving the commemorative integrity of historic places;
- promoting a conservation ethic, citizenship values based on a respect for the environment and heritage, ecosystem and cultural resource management; and
- generally demonstrating conservation principles and approaches set out in various relevant United Nations Reports.

### The World Heritage Convention and Heritage Places

Canada played a major role in devising the 1972 *Convention concerning the Protection of the World Cultural and Natural Heritage*, which has as its objectives the protection, conservation and presentation of cultural and natural heritage of outstanding universal value. Under the terms of the convention, Canada has committed itself to identify and to delineate sites associated with cultural and natural heritage within Canada; to adopt a general policy that aims to give the cultural and natural heritage a function in the life of the community; to establish one or more services charged with the protection, conservation and presentation of this heritage; to take appropriate legal, scientific, technical, administrative and financial measures, as

well as to foster the establishment of training centres, to achieve the objectives of the Convention, and to avoid any deliberate measures that might damage cultural and natural heritage. The Convention also establishes a framework for international cooperation and assistance.

### The Convention on Biological Diversity and Protected Heritage Areas

By administering protected heritage areas, Parks Canada plays a major role in implementing the *Convention on Biological Diversity*, adopted in Rio de Janeiro in 1992. Protected areas such as national parks and reserves, marine conservation areas, and some national historic sites can contribute directly to the in-situ conservation of biological diversity and, therefore, to Canada's national strategy for the conservation and sustainable use of biological diversity.

In fulfilling its mission in this regard, Parks Canada promotes the protection of ecosystems and natural habitats, the maintenance and recovery of viable wild populations of species in natural settings, as well as the environmentally sound management of surrounding or adjacent areas.

While the primary purpose of national historic sites and other cultural heritage sites is not to conserve biological diversity, a number of such sites may contribute to biological diversity because of their size and/or ecological features. Good environmental stewardship encompasses a concern for places that reflect the human as well as the biophysical heritage.

### Early History

For more than a century, the Government of Canada has been involved in protecting outstanding natural areas and in commemorating significant aspects of Canadian history. This extensive experience has enabled Canada to be recognized, internationally, as a world leader in the management of heritage.

Canada's national parks system began in 1885

when 26 km<sup>2</sup> around mineral hot springs near Banff Station, Alberta, were set aside for public use. The *Rocky Mountains Park Act* of 1887 defined the first parks as "public park and pleasure grounds for the benefit, advantage and enjoyment of the people of Canada." The *National Parks Act*, originally enacted in 1930, dedicates the national parks to the people of Canada for their benefit, education and enjoyment and makes provision to keep them unimpaired for the enjoyment of future generations.

The setting aside of historic Fort Anne in Annapolis Royal, Nova Scotia, in 1917, followed by the establishment of the Historic Sites and Monuments Board of Canada in 1919, laid the foundation for Canada's system of national historic sites. The 1930 *National Parks Act* also provided a legislative framework for the setting aside of federal lands for historical purposes. The *Historic Sites and Monuments Act* of 1953, reflecting the strong sense of national purpose that followed the Second World War, provided statutory authority for the designation of national historic sites – regardless of ownership – as well as a legislative basis for acquiring and for contributing directly to the care and preservation of these sites.

### The Present

Parks Canada's protected heritage areas play a significant part in achieving Government of Canada goals of:

- completing the parks systems and protecting Canada's natural heritage, including contributing towards the setting aside as protected space 12 per cent of the country; and
- commemorating the historical heritage of importance to all Canadians.

## The Future

Parks Canada is committed to establishing a comprehensive network of protected heritage areas representative of Canada's natural and cultural heritage. To achieve this goal, Parks Canada needs the cooperation and involvement of others.

Efforts will be made to manage natural protected areas on an ecosystem basis, while meeting compatible social and economic needs, and maintaining the areas in a natural state. Cultural heritage areas will be managed in accordance with

cultural resource management principles and practice so that their commemorative integrity is ensured and that the fabric of the communities in which they are located is enhanced.

Protected heritage areas can demonstrate the interdependence of humans and the environment, and provide enhanced educational and interpretive opportunities. As a result, Canadian heritage values should increasingly be recognized as part of a nationally unifying ethic.

These are the challenges for the future.

**PART I**

**POLICY OVERVIEW AND GUIDING PRINCIPLES**



## **MISSION FOR THE DEPARTMENT OF CANADIAN HERITAGE**

Parks Canada, as an integral part of the Department of Canadian Heritage, plays an important role in: *"Building our future together — strengthening a shared sense of Canadian identity which respects the diversity of the land and the people."*

## **VISION FOR PARKS CANADA**

Parks Canada's leadership in the management of protected heritage areas aims at promoting sound principles of stewardship and citizen awareness, and ecological and commemorative integrity. This is done by:

- adhering to international conventions such as the World Heritage Convention and the Convention on Biological Diversity;
- responsibly managing a system of national heritage areas and programs (e.g., national parks, national historic sites, historic canals, heritage rivers and heritage railway stations);
- providing opportunities for the public to get involved; and
- working with others to support heritage areas.

Parks Canada envisions having a stronger leadership role in protecting and presenting heritage areas well into the next century. This role will have two key components: a broad definition of protected heritage, and a view of leadership that encompasses more than ownership. It is recognized

that national historic sites and national parks are but one component of the Canadian network of heritage areas.

Leadership by example means managing areas of national significance. But it also means helping and cooperating with others to protect and present heritage — for example, through providing technical advice and national standards, and fostering and advocating heritage protection and presentation, both nationally and internationally.

Stewardship of heritage areas is a shared responsibility. Canadian citizens must be more aware and involved in decision-making and in the delivery of heritage programs.

The future integrity of Canada's existing and proposed natural and cultural heritage areas will continue to be a priority for Parks Canada. With increasing challenges to and demands on Canada's heritage areas, it is important not only to develop a strategic policy to ensure the perpetuity of these special places, but also to clearly articulate Parks Canada's leadership role in working with Canadians to support these areas. The public will increasingly share in this responsibility. This will lead to a broader range of heritage areas and programs. This policy document will guide these efforts and the designation and management of special places into the next century.

## POLICY CONTEXT

Parks Canada's *purpose* is:

*To fulfill national and international responsibilities in mandated areas of heritage recognition and conservation; and to commemorate, protect and present, both directly and indirectly, places which are significant examples of Canada's cultural and natural heritage in ways that encourage public understanding, appreciation and enjoyment of this heritage, while ensuring long-term ecological and commemorative integrity.*

### Introduction

Parks Canada operates within a broad and varied context, consistent with national and international commitments, to protect and present places that represent the world's natural and cultural heritage. These commitments recognize that people and the environment are inseparable and that survival is fundamentally linked to a healthy environment and respect for human heritage. It is important, therefore, to ensure that these policies anticipate and respond to challenges and opportunities as they arise.

Issues of international, national and regional scope affect heritage places. Canada must continue to respond positively to increasing international emphasis on the commemoration, protection and presentation of places representing the world's natural and cultural heritage. The goal of sustainable development must include the goal of maintaining the integrity of Canada's natural and cultural heritage. The global economy is changing, and the contribution of the tourism sector in the North American economy, including Canada, is expected to continue to increase. While Parks Canada does not have a direct mandate for tourism, it does have a part to play in recognizing and supporting tourism's place in presenting an image of Canada to visitors, in helping to maintain a sound and prosperous economy, and in fostering sustainable development that benefits local communities.

Parks, national historic sites and canals provide demonstration and communication opportunities for environmental and heritage citizenship initiatives, and various other departmental activities. In addition, the federal environmental assessment legislation is meticulously applied in heritage places administered by Parks Canada.

### Parks Canada Mandate

Parks Canada plays a leading role in federal government activities related to recognizing places representative of Canada's natural heritage and places of national historic importance, and in protecting and presenting these places to the public. Parks Canada is also responsible for erecting and maintaining a variety of heritage markers.

The legislation mandating Parks Canada activities includes the *National Parks Act*, the *Historic Sites and Monuments Act*, the *Heritage Railway Stations Protection Act*, and the *Department of Transport Act*. The Federal Heritage Buildings program and the Canadian Heritage Rivers program are operated under Cabinet authority and federal-provincial agreement between parks ministers respectively.

In some cases, Parks Canada's heritage activities entail direct responsibility for the management of federal lands and their associated resources. This is the case for national parks, aspects of marine conservation areas, and a number of national historic sites, including historic canals. In other cases, activities are focused on formal designations by the Government of Canada and, where mandated, providing support for the preservation and interpretation of designated heritage properties that are managed by others. These include all heritage railway stations; most federal heritage buildings; most Canadian heritage rivers; and many national historic sites.

## **Shared Responsibility**

Parks Canada contributes to an international heritage agenda through its leadership role in, participation in, or support for, international conventions, programs, agencies and agreements. These include, among others:

- UNESCO's World Heritage Convention;
- the Ramsar Convention on Wetlands of International Significance;
- the Convention on Biological Diversity;
- UNESCO's Québec Declaration on World Heritage Towns;
- the Venice Charter for the Conservation and Restoration of Monuments and Sites;
- the International Charter for Archaeological Heritage Management;
- the World Charter for Nature;
- UNESCO's Biosphere Reserves Program;
- the International Council for Monuments and Sites (ICOMOS);
- the International Centre for the Study of the Preservation and Restoration of Cultural Properties (ICCROM); and
- the World Conservation Union (also known as IUCN).

As well, many bilateral and multilateral initiatives between countries often involve heritage information exchanges and joint activities.

Canadians can take pride in their internationally recognized contribution to heritage conservation – as exemplified by the many World Heritage Sites found in Canada – and their emerging role in promoting responsible stewardship throughout the world.

Global environmental and heritage concerns are responded to through research and public presentation programs at protected heritage areas. These programs may encompass such themes as acid rain, climate change, biodiversity, endangered species and the impact of development, natural processes and disasters on heritage places. This

contributes to forging the relationship between international commitments, and national and local actions.

Because heritage areas and sites cannot be managed in isolation, cooperative working relationships and agreements are actively sought with agencies and individuals involved in the management of surrounding or adjacent landscapes, ecosystems and communities. This helps all parties achieve mutually supportive environmental, service, social, and cultural objectives for conservation and sustainability. The first priority in relationships is always to ensure long-term ecological and commemorative integrity of heritage areas. Therefore, it is important for Parks Canada to monitor and respond to existing or proposed activities external to heritage areas.

Parks Canada recognizes that while protected heritage areas often play a major role in local economies, sustainable tourism must be based upon:

- maintaining and enhancing ecological and commemorative integrity;
- respecting the intrinsic natural, cultural and scenic values of Canada's protected heritage areas; and
- providing education and recreation opportunities which foster a sense of Canadian identity.

Based on these guidelines, Parks Canada will cooperate with other levels of government and tourism stakeholders to encourage a sustainable heritage tourism industry.

## **The Family of Heritage Places and Programs**

The heritage areas and programs administered by Parks Canada are but a part of the nationwide family of parks, historic sites, protected areas, and heritage programs in Canada. Cooperation and coordination among heritage interests is not only desirable but essential to ensuring more effective conservation of significant heritage places and to minimizing any duplication of efforts.

Agreements with provincial and territorial governments, as well as with allied non-government organizations and Aboriginal peoples, can be significant means of ensuring recognition, establishment and protection of heritage places. The responsibilities and complementary roles of provincial, territorial and other governments, as well as national and local heritage and Aboriginal groups are valued.

### Aboriginal Interests

Where Aboriginal interests have not been previously dealt with by treaty or other means, it is the Government of Canada's policy to negotiate comprehensive claims based on traditional and continuing use and occupancy of land. Claims settlements may include particular Aboriginal rights and benefits in relation to wildlife management and the use of water and land, and may provide for these through participation on advisory or public government bodies. Such arrangements would recognize the government's responsibility to protect the interests of all users,

including the general public and third parties, to ensure resource conservation, to respect international agreements, and to manage renewable resources within its jurisdiction. Where existing Aboriginal or treaty rights occur within protected heritage areas, the principles set out in court decisions which may serve to clarify these rights, such as *Regina v. Sparrow*, will be respected.

When establishing new national parks or reserves, and national marine conservation areas, or acquiring national historic sites, Parks Canada works within Canada's legal and policy framework regarding Aboriginal peoples' rights, as recognized and affirmed by Section 35 of the *Constitution Act, 1982*. Accordingly, Parks Canada will consult with affected Aboriginal communities at the time of new park establishment and historic site acquisition, or as part of an Aboriginal land claim settlement.

## GUIDING PRINCIPLES

Parks Canada contributes at the international, national and local levels to sustaining cultural and natural heritage through a continuing commitment to the following principles. Ensuring commemorative integrity and protecting ecological integrity are always Parks Canada's paramount values in applying these principles as well as the more detailed activity policies.

### 1- ECOLOGICAL AND COMMEMORATIVE INTEGRITY

*Protecting ecological integrity and ensuring commemorative integrity take precedence in acquiring, managing, and administering heritage places and programs. In every application of policy, this guiding principle is paramount. The integrity of natural and cultural heritage is maintained by striving to ensure that management decisions affecting these special places are made on sound cultural resource management and ecosystem-based management practices.*

*It is recognized that these places are not islands, but are part of larger ecosystems and cultural landscapes. Therefore, decision-making must be based on an understanding of surrounding environments and their management.*

Rigorous adherence to this principle is fundamental to ensuring a continuing contribution to heritage and environmental stewardship.

Heritage areas are designated and managed for their intrinsic and symbolic values, and for the benefit of the public. Fostering appreciation and understanding of commemorative and ecological integrity is the foundation for public use and enjoyment.

The various internal and external factors that contribute to the deterioration of heritage places and ecosystems are carefully analyzed. Protection and presentation are afforded in ways appropriate to the type, significance and sensitivity of the ecosystems and heritage resources involved.

Because protected heritage areas are influenced by surrounding and adjacent land uses, and, in turn, the management of heritage areas influences those surrounding areas, cooperative relationships are sought. The first priority for Parks Canada is always to ensure long-term ecological and commemorative integrity of heritage areas. Using its influence, Parks Canada makes concerted efforts to encourage compatible external activities and to discourage incompatible ones within the greater ecosystem or cultural landscape setting of a heritage area.

### 2- LEADERSHIP AND STEWARDSHIP

*In achieving results relating to protection and presentation of cultural and natural heritage, leadership is established by example, by demonstrating and advocating environmental and heritage ethics and practices, and by assisting and cooperating with others.*

A leadership role involves a broader responsibility to the conservation and interpretation community within Canada as well as other countries. Therefore, training and other forms of cooperative assistance are needed to share experiences and expertise.

Stewardship involves both a leadership and a participatory role. However, varying degrees of cooperative action are inherent in all of Parks Canada's heritage activities.

A leadership role may be considered for additional heritage activities or programs where:

- internationally acknowledged types of areas or programs are involved (e.g., Natural Monuments or Landmarks);
- appropriate approaches can be developed with provinces, territories and other potential partners; and
- heritage values are of national or international significance.

Conversely, a participatory role may be considered in heritage conservation initiatives where:

- types of areas or programs are involved that are not included within international classification systems (e.g., heritage trails);
- other conservation groups have the lead role; and
- significant heritage values are involved.

Parks Canada's leadership role includes the responsibility to help promote among various agencies, groups and governments the federal government's long-term goal to preserve and celebrate national heritage and to set aside 12 per cent of Canada as protected space. In this regard, Parks Canada promotes the concept of an integrated family or network of heritage areas, and cooperates with provinces and territories in their protected area and heritage strategies.

### **3- NEW PROTECTED HERITAGE AREAS**

*The identification, selection, designation, and establishment of nationally significant natural areas and historic places are based on open, systematic, rigorous, cooperative, and knowledge-based practices.*

Significant expressions of the country's natural and cultural heritage are identified, wherever found throughout Canada, for possible inclusion in national systems of heritage places. Nationally significant heritage places are identified in consultation with affected provincial and territorial governments, Aboriginal peoples, and other parties. Interim protection for an area may be sought until formal protection is attained.

These initiatives are supported by research, data bases, and collaboration with the public and government agencies. A high priority is placed on working with others to ensure that Canada's systems of natural areas and historic places represent the human history and natural diversity of our country.

### **4- EDUCATION AND PRESENTATION**

*The long-term success of efforts to commemorate, protect, and present Canada's natural and cultural heritage depends on the ability of all Canadians to understand and appreciate this heritage, and to personally adopt practices which are sensitive to heritage and the environment. This is encouraged through a variety of communication, interpretation and outreach programs, and demonstrated leadership at the local, national and international levels.*

It is important that people discover and learn about their heritage and ecosystems and that they contribute to their sustainability. Opportunities are, therefore, provided to understand heritage values, and related management and environmental issues, as well as broader conservation concerns. The sharing of information, including published and unpublished results of research and controlled access to collections, is an important element in encouraging this understanding.

The provision of accurate, comprehensive and timely information is important in fostering awareness, appreciation, appropriate use and understanding, and in encouraging public involvement and stewardship. This is achieved through such means as interpretation, communication, outreach, environmental education, citizenship, and public participation programs, as well as through advisory committees.

### **5- HUMAN - ENVIRONMENT RELATIONSHIP**

*People and the environment are inseparable. Protection and presentation of natural and cultural heritage take account of the close relationship between people and the environment.*

Though a distinction is often made between places that are of cultural heritage significance and places of natural heritage significance, people and their environment cannot be separated. Therefore, protection and presentation of natural areas recognize the ways in which people have lived

within particular environments. Likewise, efforts to protect and present historic places recognize where biophysical factors have been influential in Canada's development and history.

## **6- RESEARCH AND SCIENCE**

*Management decisions are based on the best available knowledge, supported by a wide range of research, including a commitment to integrated scientific monitoring.*

Parks Canada requires applied and basic research and monitoring activities to make responsible decisions in its management, planning and operating practices, as well as to broaden scientific understanding. Research activities are encouraged and managed to ensure that commemorative and ecological integrity are maintained.

Parks Canada cooperates with, assists, and is assisted by many natural and social science researchers, and specialists in human history. These may include those associated with other federal, provincial and territorial government agencies, universities, interest groups, and the private sector. Local knowledge is also of value to Parks Canada in managing heritage areas.

## **7- APPROPRIATE VISITOR ACTIVITIES**

*Opportunities will be provided to visitors that enhance public understanding, appreciation, enjoyment and protection of the national heritage and which are appropriate to the purpose of each park and historic site. Essential and basic services are provided while maintaining ecological and commemorative integrity and recognizing the effects of incremental and cumulative impacts.*

Public opportunities are provided for in ways which contribute to heritage protection and national identity objectives, and which build public support for, and awareness of, Canadian heritage.

Parks Canada recognizes the need for control and management of appropriate activities. Public demand alone is not sufficient justification for

provision of facilities and services in support of appropriate activities.

Services, facilities and access for the public must directly complement the opportunities provided, be considered essential, take account of limits to growth, and not compromise ecological and commemorative integrity nor the quality of experiences. They must be consistent with approved management plans. Also, they must reflect national standards for environmental and heritage protection and design, as well as high-quality services, the diversity of markets and equity of access considerations for disabled persons and visitors of various income levels.

There are inherent dangers associated with some natural and cultural features and public activities. Therefore, risk management programs involving others are developed by Parks Canada for the safety of visitors. Public safety considerations are built into planning and design processes. Priority is placed on accident prevention, education and information programs designed to protect visitors, in ways consistent with the commemorative and ecological integrity of heritage places. Visitors are encouraged to learn about any risks associated with heritage places and to exercise appropriate self-reliance and responsibility for their own safety in recreational or other activities they choose to undertake.

## **8- PUBLIC INVOLVEMENT**

*Public involvement is a cornerstone of policy, planning and management practices to help ensure sound decision-making, build public understanding, and provide opportunities for Canadians to contribute their knowledge, expertise and suggestions.*

Canadians are provided with the opportunity to state their views on such major issues as national policies, the establishment of new national parks, the acquisition of national historic sites, and the preparation and review of management plans, before final decisions are made. Special opportunities for public participation are provided

to individuals and groups at the local and regional levels, including Aboriginal peoples, who may be more directly affected by Parks Canada initiatives and operations.

For public participation to be effective, certain fundamental practices will be adhered to. These are:

- the provision of clear, timely, relevant, objective and accurate information;
- an indication of the areas requiring decisions and relevant policies, legislation and agreements;
- adequate notice and time for public review;
- the careful consideration of public input;
- feedback on the nature of comments received and on Parks Canada response to participants; and
- respect for all interested publics.

## **9- COLLABORATION AND COOPERATION**

*Parks Canada works with a broad range of federal, provincial, territorial and municipal government agencies, the private sector, groups, individuals, and Aboriginal interests to achieve mutually compatible goals and objectives. These relationships support regional integration, partnerships, cooperative arrangements, formal agreements, and open dialogue with other interested parties, including adjacent or surrounding districts and communities.*

Volunteers, non-profit cooperating associations and their national organization, the Canadian Parks Partnership, adjacent land-owners or tenants, Aboriginal peoples, universities, as well as other research and educational institutions, among others, can all make fundamental contributions to heritage protection and environmental citizenship efforts. The private sector can also play an important role in helping to achieve heritage conservation objectives by delivering environmental and heritage messages, establishing and maintaining compatible business enterprises, and helping to provide appropriate high-quality services in or near parks

and historic sites, in a manner consistent with these policies.

## **10- ACCOUNTABILITY**

*Parks Canada is accountable for the application of, and adherence to, these principles and for the implementation of the activity policies. This accountability will be formally reviewed through State of the Parks reporting.*

State of the Parks Reports are prepared periodically for tabling in Parliament. These Reports deal with the state of all heritage places administered by Parks Canada and with progress toward establishing new areas. They help to ensure that threats to heritage places are identified. State of the Environment Reports also monitor progress with respect to protected natural areas in general throughout Canada, and Parks Canada contributes to this effort.

### **Policy Application**

These Principles set out the key elements of policy which apply broadly to Parks Canada's heritage activities. Specific policies for national parks, national historic sites, historic canals, national marine conservation areas and other activities, are set out in Part II, "Activity Policies," and Part III, "Cultural Resource Management Policy." These provide more detailed direction for the management of the various heritage places and programs of Parks Canada.

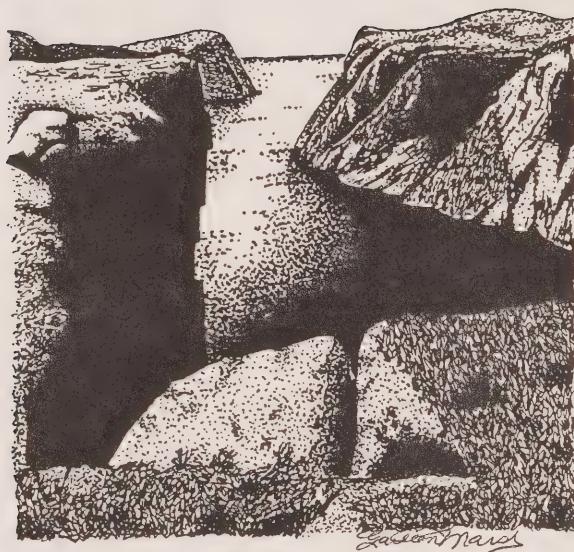
In addition to these policies, further management details may be found within strategic plans, management directives, management plans, business plans, ecosystem management plans, service plans, community plans, and regulations.



**PART II**

**ACTIVITY POLICIES**

## NATIONAL PARKS POLICY



# NATIONAL PARKS POLICY

## BACKGROUND

### OBJECTIVE

**1.0**

The National Parks System

1.1

Identifying Representative Natural Areas

1.2

Selecting Potential National Parks

1.3

Assessing National Park Feasibility

1.4

National Park Agreements

1.5

Establishing National Parks in Legislation

**2.0**

Management Planning

2.1

Management Plans

2.2

Zoning

2.3

Designated Wilderness Areas

**3.0**

Protecting and Managing Park Ecosystems

3.1

Ecosystem Protection

3.2

Ecosystem-Based Management

**4.0**

Public Understanding, Appreciation and Enjoyment of National Parks

4.1

Management of Visitor Activities

4.2

Interpretation and Public Education

4.3

Visitor Services and Facilities

4.4

Access and Circulation

4.5

Visitor Accommodation

**5.0**

Historical Activities and Infrastructure

5.1

National Park Communities

5.2

Golf Courses and Commercial Ski Areas

**6.0**

Land Tenure and Residency

6.1

Land Tenure

6.2

Residency

## NATIONAL PARKS POLICY

### BACKGROUND

Canadians live in a land rich in natural beauty and diversity. For millions of years, natural forces and not human activities were the major influences on this landscape. Prior to the arrival of Europeans, Aboriginal peoples depended almost entirely on the natural environment. But more recently, with the advent of an agricultural and then an industrial society, human activities have been altering that environment at an accelerating pace.

National parks protect environments representative of Canada's natural heritage for the benefit of present and future generations. The challenge for Parks Canada is to maintain the ecological integrity of the parks while providing opportunities for public enjoyment and education. This requires the careful protection of the natural features and processes for which each park is established, a key component of which is the fostering of public awareness of the value of safeguarding representative natural landscapes in the national parks system.

National parks cannot sustain all the types of activities and development which a broad range of visitors might desire. Generally, access and services which relate directly to the objective for national parks will be provided within the parks, while a broader range of needs will be met in the surrounding region. The cooperation of tourism and other sectors will be essential to help establish the appropriate balance of services and facilities on a regional basis.

Throughout the last century, the growth in Canada's population and the exploitation of natural resources have decreased the areas available for national park establishment, and have heightened competition for potential park lands, particularly in southern Canada. Opportunities for Canadians to experience

unspoiled natural areas have become more limited and thus the need for action is more urgent.

Representing each of Canada's 39 terrestrial natural regions in the national parks system will not be easy. Most lands have some kind of interest or commitment for uses such as oil and gas development, mining, hydro-electricity, forestry, agriculture and private recreation. Land-use conflicts and jurisdictional issues will have to be resolved in cooperation with the provinces, territories, Aboriginal peoples, and all interested parties including local residents. In spite of these challenges, Parks Canada remains committed to completing the system of national parks and, through the "Government of Canada Green Plan" has been given the opportunity to do so by the year 2000.

In the establishment and management of national parks, Parks Canada will strive to maintain ecological integrity. Achievement of this goal will require cooperation with individuals and other government agencies in ecosystem management beyond park boundaries, recognizing that there are legitimate but often different objectives for surrounding regions. Consequently, maintaining ecological integrity will be a major consideration in proposing park boundaries, in determining how the park's resources will be protected and interpreted, and in seeking effective regional integration through cooperative efforts with governments and landowners in the surrounding area.

In addition to their natural features, many national parks contain areas which have cultural and historic significance. These will be managed according to the "Cultural Resource Management Policy," found in Part III of this document.

In parks where there are existing Aboriginal or treaty rights, the exercise of these rights will be

respected. As well, in some national parks, traditional activities by Aboriginal peoples will continue as a result of rights defined by land claim agreements and treaties, or by specific agreements negotiated during the process of park establishment. Given the legislative and constitutional basis of such agreements, they are expected to supersede Parks Canada policy and in some instances will consequently amend the *National Parks Act*. Continuation of traditional activities and related cooperative management will result in new national parks that recognize the importance of the natural environment in sustaining Aboriginal cultures. Traditional renewable resource harvesting for domestic purposes by other local people may also continue for finite periods on an exception basis, where no immediate alternative can be found.

In addition to the contribution which national parks make to achieving Government of Canada goals related to completing the parks system, protecting Canada's natural heritage, and setting aside 12 per cent of Canada as protected space, national parks can contribute directly and indirectly to the achievement of many other Government of Canada goals, such as:

- preserving the integrity, health, and biodiversity of Arctic ecosystems;
- strengthening and building environmental partnerships;
- providing timely, accurate and accessible information to enable Canadians to make environmentally sensitive decisions;
- helping to develop an environmentally literate society;
- strengthening environmental science with special emphasis on understanding regional ecosystems; and
- striving to ensure that all operations and procedures meet or exceed national targets for sustaining the environment.

Management plans provide the framework for decision-making within each park. The *National Parks Act* requires public consultations during the preparation of park management plans and stipulates that the maintenance of ecological integrity through the protection of natural resources will be the first priority when considering park zoning and visitor use.

## OBJECTIVE

To protect for all time representative natural areas of Canadian significance in a system of national parks, and to encourage public understanding, appreciation, and enjoyment of this natural heritage so as to leave it unimpaired for future generations.

### 1.0

#### The National Parks System

National parks protect representative examples of the Canadian landscape. To this end, Parks Canada has identified 39 terrestrial natural regions across Canada, each of which warrants representation in the national parks system. Efforts to create new parks are concentrated on those natural regions that do not have a national park.

National park establishment work is guided by the National Parks System Plan. The plan provides a description of each of the 39 National Park Natural Regions and the status of national park establishment in each. Parks Canada will periodically update the plan, including the listing of representative natural areas which are identified during regional analysis studies. In addition, Parks Canada will keep up to date an action plan to describe the activities which must be undertaken to complete the representation of each of the national park natural regions.

Parks Canada, acting alone, cannot protect all the areas identified as representative of Canada's natural regions.

But by making public the system plan and action plan, Parks Canada hopes to encourage other public agencies and appropriate private organizations to work towards protecting areas that will not be included within the national park system.

Public support and the cooperation of other levels of government are essential in establishing new national parks or adjusting the boundaries of existing national parks. The park establishment process is therefore based upon public consultation and intergovernmental cooperation.

There is no rigid process for establishing new national parks. Each situation is unique and the steps leading up to the creation of a new national park reflect individual circumstances. The normal sequence, however, is characterized by five steps: identifying representative natural areas; selecting a potential national park; assessing park feasibility; negotiating a park agreement and obtaining clear title; and establishing a new national park in legislation. The following policies related to park establishment are grouped under these headings.

## **1.1 Identifying Representative Natural Areas**

### **1.1.1**

Representative natural areas will be identified for those national park natural regions not represented in the national parks system. The following criteria will be used:

- i) the area must portray the geology, physiography, vegetation, wildlife, and ecosystem diversity characteristic of the natural region; and,
- ii) the area's ecosystems must be in a healthy, natural state, or, if they are stressed or significantly modified, the area must have the potential for being restored to a natural state.

### **1.1.2**

Representative natural areas will be identified in

consultation with provincial and territorial governments, with other federal agencies and with the interested public.

### **1.1.3**

Representative natural areas will be identified regardless of their current protected status or jurisdiction.

## **1.2**

### **Selecting Potential National Parks**

#### **1.2.1**

Potential national parks will be selected from among the representative natural areas identified in those natural regions that do not already have adequate representation in the national parks system.

#### **1.2.2**

In selecting potential national parks, consideration will be given to a wide range of factors, including:

- i) the extent to which the area represents the ecosystem diversity of the natural region;
- ii) the potential for supporting viable populations of wildlife species native to the natural region;
- iii) the ecological integrity of the area's ecosystems, as well as those of the surrounding lands;
- iv) the occurrence of exceptional natural phenomena, and rare, threatened or endangered wildlife and vegetation;
- v) the existence of significant cultural heritage features or landscapes;
- vi) opportunities for public understanding, education and enjoyment;
- vii) competing land and resource uses;
- viii) possible threats to the long-term sustainability of the area's ecosystems;
- ix) complementarity with the objectives of existing or planned protected natural areas of other jurisdictions in the region;
- x) the potential for establishing an adjacent national marine conservation area that is representative of its marine region;

- xi) the implications of Aboriginal rights, comprehensive land claims and treaties with Aboriginal peoples; and
- xii) international criteria for national parks.

#### 1.2.3

Potential national parks will be selected in consultation with provincial or territorial governments, other federal agencies, non-government organizations, affected Aboriginal peoples and the interested public.

### 1.3 Assessing National Park Feasibility

#### 1.3.1

Parks Canada, in conjunction with provincial or territorial governments, will undertake an assessment of the feasibility of a new park proposal; where there are opportunities, this will be undertaken as part of other processes such as regional land use planning, provincial protected area strategies or Aboriginal comprehensive land claim negotiations.

#### 1.3.2

As part of the feasibility assessment, there will be consultations to seek the views of local communities, Aboriginal peoples, non-government organizations, relevant industries, other government departments and the interested public. Parks Canada will provide information regarding the purpose and the environmental, social and economic implications of the national park proposal.

#### 1.3.3

In proposing the boundaries of a potential national park, Parks Canada will endeavour to establish a park with a size and configuration that:

- i) protects ecosystems and landscape features representative of the natural region;
- ii) accommodates the habitat requirements of viable populations of wildlife species that are native to the natural region;

- iii) includes an undisturbed core which is relatively unaffected by impacts originating from the surrounding landscape;
- iv) does not fragment sensitive, highly diverse or productive natural communities;
- v) maintains drainage basin integrity;
- vi) protects exceptional natural phenomena, and vulnerable, threatened or endangered wildlife and vegetation;
- vii) offers opportunities for public understanding and enjoyment;
- viii) results in minimum long-term disruption of the social and economic life particularly in the surrounding region; and
- ix) does not encompass permanent communities.

In addition, consideration may be given to including significant cultural heritage features or landscapes within a proposed national park.

#### 1.3.4

It is the policy of the Department of Indian Affairs and Northern Development to ensure that an inventory of the non-renewable natural resource potential of areas in the Northwest Territories and Yukon be compiled prior to their formal establishment as new national parks. The fundamental qualities of the area which recommend it for national park status will be taken into account in any land use activities associated with compiling the inventory. Parks Canada will cooperate with other federal agencies responsible for carrying out such inventories.

#### 1.3.5

Parks Canada will consider, in cooperation with agencies having jurisdiction over land and resource uses, ways to prevent the loss of ecological values during the feasibility assessment process.

#### 1.3.6

Following completion of a park feasibility assessment, governments will decide whether to proceed to negotiate a park agreement.

### 1.3.7

Boundary adjustments intended to improve the representation of the natural themes or the ecological integrity of an existing national park will be assessed according to the above policies.

## 1.4

### National Park Agreements

#### 1.4.1

New national park agreements will be negotiated between the Government of Canada and the government and/or Aboriginal peoples having constitutional authority regarding the lands; the agreement will commit the parties to establishing a national park under the *National Parks Act* and will set out the terms and conditions under which this will take place.

#### 1.4.2

Areas which include Provincial Crown Lands will be established as national parks according to an agreement between the Government of Canada and the provincial government setting out terms and conditions for the acquisition of all third party interests and the transfer of administration and control of Provincial Crown Lands to the Crown in Right of Canada.

#### 1.4.3

National parks in the territories will be established pursuant to agreements with the territorial government and with relevant Aboriginal organizations.

#### 1.4.4

The Crown in Right of Canada will own the land and subsurface rights within the legislated boundaries of national parks.

#### 1.4.5

Commercial exploration, extraction or development of natural resources will be terminated before national parks are formally established. Certain traditional subsistence uses of natural resources may be permitted to continue in designated parts of a national park as outlined in sections 1.4.10, 1.4.11, 1.4.12 and

### 1.5.2.

#### 1.4.6

Private lands and interests will be acquired by negotiated settlement. Term interests may be allowed to expire. In exceptional cases, where lands are essential for park purposes, a settlement may require using expropriation to establish clear title to some properties.

#### 1.4.7

Parks Canada will contribute toward the cost of special provisions agreed at the time of park establishment to reduce negative impacts on occupants or other users of lands acquired for a national park.

#### 1.4.8

A variety of means will be used to foster opportunities for local residents to find employment and business opportunities related to the operation of national parks.

#### 1.4.9

Cooperative arrangements for complementary use and management of lands adjacent to national parks will be pursued with government and non-government agencies at the local, provincial, territorial and federal levels in order to maintain ecosystem integrity and to foster sustainable development.

#### 1.4.10

Existing Aboriginal and treaty rights of the Aboriginal peoples of Canada will be honoured. These may be defined in treaties and comprehensive claim agreements.

#### 1.4.11

In areas subject to existing Aboriginal or treaty rights or to comprehensive land claims by Aboriginal peoples, the terms and conditions of park establishment will include provision for continuation of renewable resource harvesting activities, and the nature and extent of Aboriginal peoples' involvement in park planning and management.

#### **1.4.12**

In addition to Aboriginal or treaty rights, when new national parks are proposed within areas where local people have traditionally depended on the land for subsistence and no immediate alternative can be found, an agreement may be negotiated regarding the continuation of specified subsistence resource harvesting activities for a finite period of time, subject to regulation.

#### **1.4.13**

Parks Canada will negotiate interim measures as part of the park agreement in order to facilitate effective protection and management of the area until the national park is formally established under federal legislation. In the territorial north, one such measure may be withdrawal from further disposition of the lands for a proposed new national park under the *Territorial Lands Act*.

### **1.5**

#### **Establishing National Parks in Legislation**

##### **1.5.1**

National parks will be formally established through amendment to the *National Parks Act*. The proposed legislation will give effect to the terms of a new park agreement.

##### **1.5.2**

Where new national parks are established in conjunction with the settlement of land claims of Aboriginal peoples, final boundaries of the national park as well as harvesting rights and involvement of Aboriginal peoples in park planning and management will be proposed in legislation according to the terms of the land claim agreement. In the interim, the area may be set aside as a "national park reserve" under the Act and traditional hunting, fishing and trapping activities by Aboriginal peoples will continue. Other interim measures may also include local Aboriginal peoples' involvement in park reserve management.

## **2.0**

### **Management Planning**

Park management plans are essential for the direction of park managers. They are also commitments to the public of Canada from the Minister responsible for Parks Canada regarding the use and protection of national parks. They contain statements of management objectives in sufficient detail to indicate how a park will protect and represent the natural and cultural aspects of its region. In keeping with these objectives, plans will: specify the type and degree of resource protection and management needed to assure the ecological integrity of the park and the management of its cultural resources; define the type, character and locale of visitor facilities, activities and services; and identify target groups.

The 1988 amendments to the *National Parks Act* state that the maintenance of ecological integrity must be the first consideration in management planning. Parliament has confirmed the Parks Canada policy of preparing management plans for all parks and of public involvement in this process. It is now mandatory that within five years of the proclamation of a national park under any Act of Parliament, the Minister shall approve and table that park's management plan in Parliament. The Minister must also review, amend as necessary and re-table the management plans every five years.

Appropriate public participation at the national, regional and local levels is an essential part of the development of management plans.

Generally, management planning will begin as soon as lands are placed under Parks Canada administration and control, although it may still be years before all issues are resolved and a park is established under the *National Parks Act*. Interim management guidelines are prepared to direct essential park operations until a management plan is approved. The guidelines will be conservative and will not propose major development or resource manipulation. Definition

of resource management practices and existing and potential opportunities for understanding, appreciation and enjoyment will form a key part of the interim guidelines.

## **2.1** **Management Plans**

### **2.1.1**

Parks Canada will prepare management plans for the Minister's approval and tabling in Parliament:

- i) within five years after the proclamation of a park under any Act of Parliament; or,
- ii) within five years of the transfer of administration and control to Parks Canada of lands proposed for establishment as national parks.

Management plans will be reviewed every five years for re-tabling with any amendments.

### **2.1.2**

In the preparation of a management plan, the maintenance of ecological integrity through the protection of natural resources and processes will be the first priority when considering zoning and visitor use. The protection of cultural resources will receive a high level of consideration subject to this legislated requirement.

### **2.1.3**

Each management plan will contain a statement of park purpose and objectives that will reflect the role of the park in the system of national parks, and in the natural region in which it is located.

### **2.1.4**

Park management plans provide the framework for further detailed sub-plans concerning:

- i) ecosystem management (park conservation plan); and
- ii) interpretation, visitor services and visitor risk management (park service plan).

### **2.1.5**

Parks Canada will inform and involve a broad spectrum of the Canadian public in the preparation, review and amendment of park management plans.

### **2.1.6**

The implementation and effectiveness of each park management plan will be monitored continuously.

### **2.1.7**

Parks Canada will cooperate with other levels of government, private organizations and individuals responsible for the planning of areas adjacent to national parks to maintain ecological integrity and to ensure that services and facilities are integrated in a positive manner with surrounding regions.

### **2.1.8**

Management plans for national parks which have additional international or national designations such as World Heritage Site, Biosphere Reserve, Ramsar Site, Canadian Heritage River, or National Historic Site, will include strategies for protection and promotion of the values that resulted in the additional designations.

## **2.2**

### **Zoning**

The national parks zoning system is an integrated approach by which land and water areas are classified according to ecosystem and cultural resource protection requirements, and their capability and suitability to provide opportunities for visitor experiences. It is one part of an array of management strategies used by Parks Canada to assist in maintaining ecological integrity through providing a framework for the area-specific application of policy directions, such as for resource management, appropriate activities, and research. As such, zoning provides direction for the activities of park managers and park visitors alike. The application of zoning requires a sound information base related to both ecosystem structure, function and sensitivity, as

well as the opportunities and impacts of existing and potential visitor experiences.

The zoning system provides a means to reflect principles of ecological integrity by protecting park lands and resources and ensuring a minimum of human-induced change. In certain national parks not all zones will be represented. Where zones which permit a concentration of visitor activities and supporting services and facilities are required (i.e., Zones IV and V), they will occupy no more than a small proportion of a national park.

In some cases, environmentally or culturally sensitive areas or sites may warrant special management but do not fit the zoning designations below. Park management plans will include the guidelines necessary for the protection and use of such areas or sites. Their designation complements the zoning system and is important to the protection of the full range of valued resources in certain national parks. Likewise, a temporal zoning designation may be considered for certain areas as part of the management planning program. Ecosystem management requirements will be paramount in consideration of any temporal zones.

## 2.2.1

The national parks zoning system will apply to all land and water areas of national parks, and to other natural areas within the Parks Canada system as appropriate. It does not preclude resource harvesting activities which are permitted by virtue of national park reserve status, land claim settlements and/or by new park establishment agreements.

## 2.2.2

Any change to a park's zoning constitutes a major amendment to the park management plan and may only be made following an environmental assessment, public notice and public participation in the decision.

## 2.2.3

The national park zoning system comprises the following five zones. (While the broad zoning framework is presented here, implementation depends upon more detailed guidance found in the zoning chapter of the directive on the National Parks Management Planning Process.)

### 2.2.3.1

#### Zone I - Special Preservation

Specific areas or features which deserve special preservation because they contain or support unique, threatened or endangered natural or cultural features, or are among the best examples of the features that represent a natural region. Preservation is the key consideration. Motorized access and circulation will not be permitted. In cases where the fragility of the area precludes any public access, every effort will be made to provide park visitors with appropriate off-site programs and exhibits interpreting the special characteristics of the zone.

### 2.2.3.2

#### Zone II - Wilderness

Extensive areas which are good representations of a natural region and which will be conserved in a wilderness state. The perpetuation of ecosystems with minimal human interference is the key consideration. Zones I and II will together constitute the majority of the area of all but the smallest national parks, and will make the greatest contribution towards the conservation of ecosystem integrity.

Zone II areas offer opportunities for visitors to experience, first hand, a park's natural and cultural heritage values through outdoor recreation activities which are dependent upon and within the capacity of the park's ecosystems, and which require few, if any, rudimentary services and facilities. Where the area is large enough, visitors will also have the opportunity to experience remoteness and solitude. Opportunities for outdoor recreation activities will be encouraged only when they do not

conflict with maintaining the wilderness itself. For this reason, motorized access and circulation will not be permitted, with the possible exception of strictly controlled air access in remote northern parks, as specified in 4.4.3.

Parks Canada will use a variety of other direct and indirect strategies for managing public use, and will evaluate the effectiveness of these strategies on a regular basis.

#### 2.2.3.3

#### Zone III - Natural Environment

Areas which are managed as natural environments, and which provide opportunities for visitors to experience a park's natural and cultural heritage values through outdoor recreation activities requiring minimal services and facilities of a rustic nature. While motorized access may be allowed, it will be controlled. Public transit that facilitates heritage appreciation will be preferred. Park management plans may define provisions for terminating or limiting private motorized access.

#### 2.2.3.4

#### Zone IV - Outdoor Recreation

Limited areas which are capable of accommodating a broad range of opportunities for understanding, appreciation and enjoyment of the park's heritage values and related essential services and facilities, in ways that impact the ecological integrity of the park to the smallest extent possible, and whose defining feature is direct access by motorized vehicles. Park management plans may define provisions for limiting private motorized access and circulation.

#### 2.2.3.5

#### Zone V - Park Services

Communities in existing national parks which contain a concentration of visitor services and support facilities. Specific activities, services and facilities in this zone will be defined and directed by the community planning process. Major park

operation and administrative functions may also be accommodated in this zone. Wherever possible, Parks Canada will locate these functions to maintain regional ecological integrity.

### 2.3

### Designated Wilderness Areas

The 1988 amendments to the *National Parks Act* provide for the designation, by regulation, of wilderness areas within a park. It is intended that the designated wilderness area boundaries will be consistent with Zone II boundaries, although the requirement to produce a legal boundary survey may cause some slight variations. In addition, where Zone I areas are included in or are adjacent to Zone II areas, or are large enough to be considered on their own, they may also be included in designated wilderness areas, but will be managed to conform to their special requirements for protection.

While the criteria for defining designated wilderness areas mirror that for Zone II Wilderness, an Order in Council designation places a legislative constraint on development. Once the Order is in place, provisions of the *National Parks Act* come into effect which prohibit authorization of any activity in a designated wilderness area that is likely to impair its wilderness character. Only those activities would be allowed which are required for: park administration; public safety; the provision of basic user facilities including trails and rudimentary campsites; the carrying on of traditional renewable resource harvesting activities where authorized; and, in exceptional circumstances, access by air to remote parts of such areas.

As with all other crucial stages of management planning, the boundaries and appropriate uses of proposed designated wilderness areas will be determined with public input during the preparation or review of a management plan. Changes to the boundary of a designated wilderness area would have to be preceded by

public consultation and approved through an Order in Council.

### 3.0

## Protecting and Managing Park Ecosystems

Management for park purposes differs markedly from that of other lands, where effort may be directed toward modifying or controlling nature, producing crops or extracting natural resources. Within national parks, effort is directed at maintaining ecosystems in as natural a state as possible. This goal has far-reaching implications in that many concepts and practices that are relevant or essential to successful resource management on other lands are inappropriate in national parks.

Sustaining the integrity of park ecosystems will be a major challenge in the coming years. Parks seldom contain complete or unaltered ecosystems. This, combined with increasing and cumulative stress from sources such as adjacent land use, downstream effects of air and water pollution, invasion by exotic species, visitor use and climate change can result in irreversible degradation of park ecosystems, the loss of biodiversity and impoverishment of gene pools. In recognizing the challenge, Parks Canada has produced the *Strategic Framework to Sustain the Integrity of Ecosystems*, which contains principles to which this Policy conforms and which are reflected in the following statements.

Ecosystem management provides a conceptual and strategic basis for the protection of park ecosystems. It involves taking a more holistic view of the natural environment and ensuring that land use decisions take into consideration the complex interactions and dynamic nature of park ecosystems and their finite capacity to withstand and recover from stress induced by human activities. The shared nature of ecosystems also implies that park management will have effects on surrounding lands and their management.

To be effective, ecosystem management must be

far-reaching and have a broad base of support. In particular it requires understanding and collaboration among all those whose activities influence the ecological integrity of the park. Parks Canada must demonstrate leadership by working closely with other land management agencies to develop a better understanding of the relationship between existing land use practices and their effects on the natural environment. National parks are becoming increasingly important in national and international efforts to maintain biodiversity and genetic resources. Consequently, Parks Canada negotiates specific agreements with provincial and territorial planning and conservation agencies and also supports involvement in the UNESCO Man and the Biosphere Program as a means of integrating regional planning around parks.

Ecosystem management must be credible and therefore solidly based in science. Thus, the concept of partnerships is particularly important since universities, conservation organizations and the private sector have much to contribute towards research and environmental monitoring initiatives within national parks.

When research confirms that the structure and function of park ecosystems have been seriously altered by human activities, and that reliance on natural processes alone cannot achieve restoration objectives, intervention may be warranted. Since management action to restore ecosystems will have far-reaching and long-lasting effects, caution must be exercised. Management must be guided by the establishment of clear, practical and measurable objectives that are consistent with the park management plan and by the rigorous application of science in the collection and interpretation of research and monitoring data.

### 3.1

## Ecosystem Protection

### 3.1.1

National park ecosystems will be given the highest degree of protection to ensure the

perpetuation of natural environments essentially unaltered by human activity.

### 3.1.2

Human activities within a national park that threaten the integrity of park ecosystems will not be permitted. Where ecosystem integrity is threatened by human activities outside the park, Parks Canada will initiate collaborative action with adjacent land management agencies or owners to try to eliminate or reduce the threat.

### 3.1.3

Parks Canada will prevent new sources of pollution from developing within national parks and will take action to eliminate or minimize existing sources inside or outside parks. Pollution concerns which are localized will be addressed at the park level, while those which are wide ranging will be addressed in cooperation with other appropriate government agencies.

### 3.1.4

Sport hunting will not be permitted in a national park. Sport fishing may be permitted in a national park but will be restricted to designated areas.

### 3.1.5

Parks Canada, in cooperation with other law enforcement agencies, will ensure compliance with the *National Parks Act and Regulations* and other relevant legislation to protect natural resources, maintain the public peace and protect life and property. Strict enforcement action will be taken to detect and stop illegal activities such as poaching and pollution.

### 3.1.6

The public will be consulted in the development of park regulations and visitors will be made aware of the rationale for such regulations.

## 3.2

### Ecosystem-Based Management

#### 3.2.1

In keeping with park management plans, Parks Canada will establish measurable goals and management strategies to ensure the protection of ecosystems in and around national parks.

#### 3.2.2

Decision-making associated with the protection of park ecosystems will be scientifically based on internationally accepted principles and concepts of conservation biology.

#### 3.2.3

National park ecosystems will be managed with minimal interference to natural processes. However, active management may be allowed when the structure or function of an ecosystem has been seriously altered and manipulation is the only possible alternative available to restore ecological integrity.

#### 3.2.4

Provided that park ecosystems will not be impaired, the manipulation of naturally occurring processes such as fire, insects and disease may take place when no reasonable alternative exists and when monitoring has demonstrated that without limited intervention:

- i) there will be serious adverse effects on neighbouring lands; or
- ii) major park facilities, public health or safety will be threatened; or
- iii) the objectives of a park management plan prescribing how certain natural features or cultural resources are to be maintained cannot be achieved.

#### 3.2.5

Where manipulation is necessary it will be based on scientific research, use techniques that duplicate natural processes as closely as possible, and be carefully monitored.

### **3.2.6**

An integrated data base will be developed and kept up to date for each national park to provide, along with research and environmental monitoring, the baseline information required to protect and maintain park ecosystems and contribute to State of the Parks reporting to Parliament. In defining information needs, the spatial and temporal dimensions of park ecosystems and ecosystem processes will be a primary consideration. Therefore, data requirements will regularly extend beyond park boundaries.

### **3.2.7**

Parks Canada will work with other government agencies, universities and conservation organizations involved in conservation biology and environmental monitoring to develop integrated programs for the collection, storage, analysis and interpretation of data.

### **3.2.8**

Parks Canada will actively promote national parks as sites for scientific research that will contribute to the long-term protection and better public understanding of ecosystems. Parks Canada will initiate projects or cooperate in programs sponsored by other government agencies and the scientific community to ensure that benchmark research areas are established and maintained in national parks to better understand the effects of human activity on ecosystems both inside and outside national parks.

### **3.2.9**

Parks Canada will take the lead role in establishing integrated and collaborative management agreements and programs with adjacent land owners and land management agencies. Parks Canada will seek mutually satisfactory solutions to trans-boundary concerns associated with the management of shared ecosystem components, the effects of adjacent land use practices on park ecosystems, or the effects of park management practices on the use of adjacent lands. Parks Canada will also

participate in regional land use planning and management initiatives sponsored by other jurisdictions to encourage the understanding and cooperation of other agencies in protecting park ecosystems, and for Parks Canada to better understand the management concerns of those other agencies.

### **3.2.10**

A species of plant or animal, which was native to but is no longer present in a park, may be reintroduced after scientific research has shown that reintroduction is likely to succeed and that there will be no significant negative effects on the park and neighbouring lands. Parks Canada will seek the cooperation of adjacent land owners and land management agencies to ensure the success of reintroduction programs.

### **3.2.11**

All practical efforts will be made to prevent the introduction of exotic plants and animals into national parks, and to eliminate or contain them where they already exist.

### **3.2.12**

In each national park, an array of representative and unique aquatic ecosystems will be closed to sport fishing. In addition, opportunities will be provided for benchmark research on, and interpretation of, aquatic systems that may require that other areas be closed to sport fishing.

Where fish populations can sustain some harvest without impairing resources, angling may be permitted in designated areas. Regulations will be conservatively based on continuing stock assessments and will conform to the principle that angling is part of an overall aquatics program involving public education, recreation and ecosystem protection.

Fish stocking will be discontinued except where necessary to restore indigenous fish populations that have been adversely affected by habitat modification.

When studies indicate that structures such as weirs and dams have seriously altered aquatic ecosystems and restoration of these ecosystems is feasible, Parks Canada will have these structures removed and rehabilitate the area.

### 3.2.13

Parks Canada will be exemplary in the implementation of federal legislation pertaining to environmental assessment and review in national parks. In addition, all programs, policies and plans will be subject to environmental assessment. Parks Canada is committed to making the results of all assessments available to the public.

### 3.2.14

Parks Canada will participate in environmental impact assessments for proposed developments outside national parks that may affect park ecosystems.

### 3.2.15

When extractive activities are permitted in a national park pursuant to sections 1.4.11 and 1.4.12, Parks Canada will place a high priority on the management, monitoring and regulation of harvesting activities. Predator control or habitat modification to artificially enhance the availability of resources for harvesting will not be permitted.

## 4.0

### Public Understanding, Appreciation and Enjoyment of National Parks

National Parks are "dedicated to the people of Canada for their benefit, education and enjoyment ... and shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations." Since these words were enshrined in the *National Parks Act* in 1930, many millions of Canadians have visited their national parks. Millions more in Canada and around the world have enjoyed books, films, articles and photographs depicting the intricate wonders of these special places. From these direct and indirect experiences has

grown an increased level of understanding and appreciation of the natural values for which the parks are established and protected. This has, in turn, led to strong public support for maintaining the ecological, educational and cultural values of the parks by people of widely varied interests and capabilities. Maintaining this support is essential to completing the national parks system as well as for protecting the existing parks.

To fulfill the obligations of the *National Parks Act* and serve the people of Canada, park values must be maintained forever. A comprehensive Visitor Activity Management Process has been developed that is predicated on analysis of social science information and integrated with natural and cultural science information. Clear service objectives must be used in determining benefit, education and enjoyment opportunities, since the provision of such opportunities must be measured against the obligations imposed by the Act to maintain the parks unimpaired. This means that not every kind of use requested by the public can be provided.

In meeting the obligations of the Act, Parks Canada does not stand alone. Provincial, territorial, municipal and private agencies will be encouraged to provide complementary opportunities, programs and facilities outside national parks in ways that respect shared ecosystems and the distinctive qualities of local communities. The practice of environmentally sustainable tourism will constitute an important mutual linkage with other land management agencies and private interests.

### 4.1

#### Management of Visitor Activities

##### 4.1.1

The Visitor Activities Management Process will be used to match visitor interests with the specific educational and outdoor recreation opportunities determined for each national park through the management plan.

#### **4.1.2**

Consistent with maintaining ecological integrity, each national park may offer a variety of outdoor recreation opportunities conforming to the zoning determined in the management plan. These will serve visitors of diverse interests, ages, physical capabilities and skills so that they can understand and experience the park's natural environment.

#### **4.1.3**

Only outdoor activities which promote the appreciation of a park's purpose and objectives, which respect the integrity of the ecosystem, and which call for a minimum of built facilities will be permitted.

#### **4.1.4**

As new or modified forms of outdoor recreation emerge, each will be assessed for its appropriateness nationally before consideration in the park management planning process. Individual park management plans will then specify the types and ranges of both new and existing appropriate outdoor recreation activities and their supporting facilities. Parks Canada will also periodically review its national directives to ensure that new forms of outdoor recreation are adequately considered.

#### **4.1.5**

The private sector and non-governmental organizations, such as volunteers, cooperating associations and the Canadian Parks Partnership, will be encouraged to provide skills development programs that will increase visitor understanding, appreciation and enjoyment of the national parks.

#### **4.1.6**

An integrated visitor activities data base will be developed and kept up to date for each national park to provide, along with research, monitoring and evaluation, the visitor information required for park management decisions and state of the parks reporting to Parliament. The information gained will be used to add to or improve existing opportunities, and in the development and review of park management plans, service plans, and

visitor risk management programs. Both activity data and park infrastructure and environment data will be incorporated into risk assessments. Risk control measures will consider the experience needs of the visitor and promote visitor self-reliance accordingly.

#### **4.1.7**

Parks Canada will use a variety of direct and indirect strategies for managing public use. Examples of direct strategies include zoning, rationing use intensity, restricting activities, and law enforcement. Examples of indirect strategies include facility design, information dispersal, and cost recovery mechanisms.

#### **4.1.8**

Provisions for public understanding, appreciation and enjoyment of the cultural resources located in national parks, and associated activities, services and facilities, will be made in accordance with the policy on Cultural Resource Management.

### **4.2**

#### **Interpretation and Public Education**

##### **4.2.1**

Parks Canada will continue to develop and enhance its information, interpretation and extension programs and services as a principal means of achieving its protection and presentation objectives, building constituencies and fostering national identity.

##### **4.2.2**

Information will be made available to all Canadians, as well as to park visitors, to encourage and assist them in understanding, appreciating, enjoying and protecting their national parks.

##### **4.2.3**

Parks Canada will welcome visitors and make them aware of the opportunities for understanding, appreciating and enjoying each national park through its programs, services and facilities. It will also provide information on

relevant regulations and the necessary skills and equipment to safely participate in an activity. Particular efforts will be made to provide visitor orientation at key locations to ensure that visitors understand the purpose of national parks and their role in protecting them; can easily locate park features, services and facilities; and can freely choose whether they wish to participate in an activity or not. Visitors will be made aware of risk assessment information and of their responsibility to incorporate this information into their activity planning.

#### 4.2.4

Parks Canada will provide the public with interesting and enjoyable opportunities to observe and discover each park's natural, cultural, historical and environmental features and processes, as well as the park's resource management issues and practices, both within and outside national parks. It will present these opportunities in a variety of ways using personal and non-personal interpretive techniques. Parks Canada may present park themes and messages directly or indirectly through cooperative arrangements.

#### 4.2.5

Parks Canada will relate park themes and messages to broader environmental issues to provide the public with opportunities to acquire the knowledge and skills to make environmentally responsible decisions.

#### 4.2.6

Parks Canada will provide interpretation programs on challenges to maintaining the ecological integrity of national parks in order to foster greater public understanding of the role that protected spaces play in a healthy environment.

#### 4.2.7

Information on a park and its themes will be accessible to all visitors. Where the location of a service or facility illustrating the themes prevents access by persons with disabilities, special programs or services will be offered.

#### 4.2.8

Institutions and groups may be permitted to use the parks for educational activities or research, in ways that do not impair the ecosystem or limit enjoyment by other users.

#### 4.2.9

Parks Canada will be responsible for the preparation and presentation of interpretation programs and special events. In meeting this objective, Parks Canada will welcome and seek the assistance of informed individuals, professionals, and interest groups.

### 4.3

#### Visitor Services and Facilities

##### 4.3.1

Parks Canada, working in cooperation with others, will offer high-quality visitor services by ensuring park resources do not deteriorate, and that quality visitor experiences are not diminished.

##### 4.3.2

Parks Canada will cooperate with the tourism sector towards fulfilling public needs for a broad range of essential services and facilities within the regions surrounding national parks, particularly as they relate to the practice of environmentally sustainable tourism. To avoid impacts on park ecosystems and to contribute to regional economic development, the location of commercial services and facilities should take place in adjacent communities. Parks Canada will locate its own administrative facilities outside the parks wherever possible provided that the location would have the least impact on a shared ecosystem.

##### 4.3.3

Certain services and facilities are essential for public access to, as well as understanding, appreciation and enjoyment of, heritage areas. Provision of such services and facilities within national parks will be based upon the following considerations:

- impacts on the ecosystem as well as on specific natural and cultural resources;
- contribution to the interpretation of park themes and messages;
- heritage character and historical appropriateness;
- types of opportunities and activities appropriate to the area, as set out in management plans;
- a high degree of concern for site planning and choice of construction materials;
- environmentally appropriate design, aesthetics, architectural motif, and energy conservation; and
- the needs and expectations of visitors, consistent with park objectives.

#### **4.3.4**

Within national parks, essential services and facilities will serve the basic needs of the public, and will be directly related to the provision of understanding, appreciation and enjoyment of the natural and cultural heritage. While protection of the environment and heritage resources is paramount, Parks Canada is committed to the principles of service excellence. Normally, services and facilities will be grouped together within appropriate zones for energy conservation and protection of park resources, public convenience and equality of access.

#### **4.3.5**

The involvement of the public including private and voluntary organizations, such as cooperating associations and the Canadian Parks Partnership, will be encouraged in the planning, development and operation of appropriate services and facilities for visitors in national parks.

#### **4.3.6**

The setting of rates controlled by Parks Canada for use of services and facilities provided either by Parks Canada or by private enterprise should take into account such market factors as supply and demand, and the price, quality and location of related services outside national parks.

#### **4.3.7**

Parks Canada will continue to develop and adopt architectural and environmental design guidelines and standards for each park so that the scale, site, accessibility, form, aesthetics and function of structures are in harmony with the setting.

### **4.4**

#### **Access and Circulation**

##### **4.4.1**

Where feasible, access and circulation within national parks will be designed to supply opportunities for understanding, appreciation and enjoyment for visitors of all ages, skills and physical abilities. Special information programs will be offered where direct access is excessively challenging or inappropriate. All access and circulation will be defined in management plans and conform with zoning.

##### **4.4.2**

Non-motorized means of transportation will be favoured in national parks wherever feasible. Public transit for park purposes will be preferred where special circumstances warrant.

##### **4.4.3**

Access by private or commercial aircraft within national parks will not be allowed except to remote areas where reasonable travel alternatives are not available; where it has been authorized through the management planning process and specified by regulation; and under strict controls designating landing sites, times, flight lines, altitudes and any special conditions related to resource protection, including wildlife harassment or the enjoyment of the park by other visitors.

##### **4.4.4**

Roads and trails may be constructed if their primary function is to serve park purposes, they have been approved under the park management plan and they meet the full requirements of the Federal Environmental Assessment and Review Process. New roads and trails that constitute

through routes designed to serve other than park purposes will not be considered.

## **4.5 Visitor Accommodation**

### **4.5.1**

Within national parks, preference will be given to basic accommodation facilities such as campgrounds, hostels and shelters which enhance visitors' understanding, appreciation and enjoyment of the parks' special values and which provide access to additional, enjoyable park experiences including a range of appropriate recreational opportunities.

### **4.5.2**

In particular, camping opportunities, activities and services are directly related to the national park mandate of providing benefit, education and enjoyment to park visitors and, therefore, will be the principal form of accommodation made available to the majority of park visitors.

### **4.5.3**

In some national parks, the commercial sector may be invited to provide roofed accommodation due to severe climate conditions and the lack of existing or potential adjacent facilities. Any such facility must not impair the wilderness experience of others, will be assessed within the management planning process, and if authorized must stringently conform to the zoning plan.

### **4.5.4**

Where commercial accommodation is provided within national parks, it will enhance understanding, appreciation and enjoyment of natural settings; provide access to additional park experiences, including a range of recreational opportunities; and be available for use by the general public.

## **5.0**

### **Historical Activities and Infrastructure**

When Canada's national park system was born at Banff over a century ago, there was still a vast

wilderness in Canada and a different perspective prevailed on the values and purposes of national parks. It was not deemed inappropriate to establish permanent and seasonal communities within national parks to serve the needs and wants of the park visitors. Similarly, some parks were created around national transportation corridors more for their scenery and tourism appeal than for other natural heritage considerations. Such development is part of the national park history. The communities and recreational facilities, including golf courses and commercial downhill skiing areas, continue to provide enjoyment and livelihood for a large number of park visitors and residents.

Through careful planning and consultation with all stakeholders, Parks Canada manages these park communities, transportation corridors and recreational developments in ways that minimize impairment to the ecological integrity of the parks. The communities in the national parks and the way they are managed represent a unique opportunity to demonstrate the overriding values of ecological integrity, environmental citizenship, environmental stewardship and sustainable development through applied research and partnership.

Nonetheless, given the limited range of unspoiled wilderness left in Canada, it is inappropriate to establish additional communities or intensive infrastructure for recreation in existing and future national parks.

## **5.1**

### **National Park Communities**

Because of their size, permanent population, year-round services and extensive municipal infrastructure, the communities of Banff and Jasper are classified as Towns. They are communities considered to have tax bases adequate to support a form of local self-government. Accordingly, by agreement with the residents and under the enabling provisions of the *National Parks Act* amendments, Parks Canada began negotiating the transfer of

municipal taxing, utility and planning authorities to the Town of Banff in 1988. On January 1, 1990, the Town became an officially incorporated Alberta municipality under conditions set by a federal provincial agreement. Official designation as Visitor Centres is given to communities that provide a focus for and concentration of visitor activity services and facilities. Waterton, Wasagaming and Waskesiu are classified as Visitor Centres, in addition to being the administrative headquarters of Waterton Lakes, Riding Mountain and Prince Albert National Parks, respectively. Visitor use of these centres is primarily seasonal and they offer a limited range of facilities. Land was provided for seasonal cottage residence in each of these communities in past years when such use was considered appropriate.

Lake Louise is also a Visitor Centre but, along with Field in Yoho, does not contain areas for cottage residence. At Lake Louise all residential land is either used for government housing or tied to commercial leases and developed as staff accommodation. Field, meanwhile, is a largely residential community accommodating the administrative centre for the park as well as an operational centre for the Canadian Pacific Railway.

Resort Subdivisions are summer seasonal cottage subdivisions established early in the history of Jasper, Wood Buffalo, Prince Albert and Riding Mountain National Parks.

#### 5.1.1

The boundary of the Town of Banff has been established by a Town Plan prepared in conjunction with the park management plan, and has been set out in the *National Parks Act*. The same provision will apply to the Town of Jasper if the residents opt for self-government measures in the future.

#### 5.1.2

No new communities will be developed within national parks.

#### 5.1.3

Statements of principles governing the management of park communities may be developed, and then be approved by the Minister.

#### 5.1.4

No additional lands will be made available for private cottages and camps or seasonal camping areas.

#### 5.1.5

Where there is a community in a national park, a community plan will be prepared based on direction contained in the park management plan. Community plans will be approved by the Minister.

#### 5.1.6

Parks Canada will encourage the establishment of community groups to advise park superintendents on matters affecting local interests.

#### 5.1.7

The Crown in Right of Canada will continue to own the land in all national park communities. The Minister will give final approval to community plans and land use regulations or bylaws based upon community plans, and will be the final authority on planning matters.

#### 5.1.8

Where Parks Canada retains exclusive community government authorities, charges and taxes to be levied for municipal and health services will be based on cost accounting data and the municipal taxing practices of the province in which a park is located.

### 5.2

#### Golf Courses and Commercial Ski Areas

#### 5.2.1

Due to the amount of land they require and the need for intense manipulation of natural regimes, no new golf courses will be constructed in national parks and expansions to existing golf courses will not be considered.

### **5.2.2**

Due to the pressures placed on alpine and subalpine environments, the 1988 *National Parks Act* amendments prohibited development of new commercial skiing areas inside the national parks. The five existing commercial alpine skiing areas will be managed within their legislated boundaries according to long-range development plans approved by the Minister and subject to public consultations.

## **6.0**

### **Land Tenure and Residency**

Although there is limited application in new national parks, tenure and residency provisions apply across the system as described below.

### **6.1**

#### **Land Tenure**

##### **6.1.1**

Limited tenure may be granted on national park lands in the form of permits, leases, or licences of occupation for the provision of essential services and facilities for park visitors and for authorized residential uses.

##### **6.1.2**

Upon the expiry of a lease, licence, or permit of occupation, where not already provided in an existing agreement, a replacement instrument may be negotiated if the purpose is supported by the park management plan; if the holder has complied with the terms and conditions of the expiring agreement; and if the granting of a replacement agreement is consistent with federal government policy on fair access.

### **6.1.3**

Parks Canada will acquire leasehold interests in national parks where a park management plan identifies that the leasehold lands or facilities are required for public purposes.

## **6.2**

### **Residency**

##### **6.2.1**

Persons who have established a need to reside in a national park as defined in regulations will be entitled to acquire the appropriate instrument of tenure for as long as the need to reside status is maintained.

##### **6.2.2**

Residents of national parks will live in park communities or on the sites of their work stations.

##### **6.2.3**

Condominium ownership of private accommodation will be allowed for those who have established a need to reside in park communities as defined in regulations.



## NATIONAL MARINE CONSERVATION AREAS POLICY



# NATIONAL MARINE CONSERVATION AREAS POLICY

## BACKGROUND

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#### 1.3

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#### 3.1

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Public Understanding, Appreciation, and Enjoyment of National Marine Conservation Areas

#### 4.1

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#### 4.2

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#### 4.3

Visitor Services and Facilities

#### 4.4

Tenure

## EXPLANATORY NOTE

In Canada, the establishment of marine protected areas is in its infancy. Although a national marine parks policy was produced in 1986, it was not based on practical experience. Since then, further study and consultation have led to a clarification of the concept that demonstrates the differences between terrestrial national parks and the needs for marine area management.

As proposed in these new policy statements, "national marine parks" are better classified as "national marine conservation areas." These areas would have a highly protected core made up of Preservation Zones I and Natural Environment Zones II, as well as multiple-use Conservation Zones III.

As Parks Canada acquires operational experience in the establishment and management of marine conservation areas, it will be necessary to reassess elements of this policy to ensure that they are workable. Appropriate consultation will occur before any changes are made to the policy.



# NATIONAL MARINE CONSERVATION AREAS POLICY

## BACKGROUND

### Context for Policy Revisions

The creation of marine protected areas has become an urgent concern of many coastal states. To accelerate the establishment of a Canadian system of marine protected areas, Parks Canada developed a policy for the establishment of national marine parks. It received Ministerial approval in 1986 following extensive public consultations.

Since then, an agreement was signed in 1987 with Ontario to establish Fathom Five in Georgian Bay as Canada's first national marine park. In 1988, Canada signed an agreement with British Columbia calling for the creation of a marine park at South Moresby in the Queen Charlotte Islands, and with Quebec in 1990 to examine the feasibility of establishing a joint federal provincial marine park at the confluence of the Saguenay Fiord and St. Lawrence Estuary. These new marine park proposals, as well as preliminary work on other park proposals, have provided considerable practical experience and opportunity for Parks Canada staff to work with officials from other government agencies and the public to implement the 1986 policy.

During this period, considerable effort has been spent at the national and international levels examining the fundamental principles and practices associated with planning and managing systems of marine protected areas. At the national level, Parks Canada and various advisory groups, interest groups and universities have sponsored several workshops, seminars and publications providing valuable insight and support for the establishment of marine protected areas in Canadian waters. As well, public consultation on the proposed revision to this policy has provided many useful suggestions.

At the international level, the 4th World Wilderness Congress (1987) and the 17th General Assembly of the International Union for the Conservation of Nature (IUCN) (1988) passed important resolutions setting out a broad policy framework for the planning and management of marine protected areas. In 1992, the IUCN prepared more detailed guidelines on marine protected areas that were tabled at the 4th World Congress on National Parks and Protected Areas.

The international community is urging all states to develop national and global representative systems of marine protected areas in order to meet the objectives of the World Conservation Strategy. Citing the Parks Canada approach as a possible model, coastal states are urged to develop a biogeographical classification system to aid in the selection of a truly representative system of marine protected areas. To help ensure their long-term viability, they urge that the establishment of marine protected areas be based on a high level of cooperation between the public and all levels of government. Furthermore, the areas set aside should be relatively large and managed on a sustainable basis.

While the basic tenets of the 1986 National Marine Parks Policy remain, the revised policy responds to the broad experience gained at all levels over the past several years, and to recent public comments. Policies have required some restructuring and clarification and some new principles and concepts have been introduced which Parks Canada hopes will facilitate the planning and management of a national system of marine protected areas in Canada. One of the changes made has been to refer to these areas as "national marine conservation areas" instead of "national marine parks." Parks Canada believes that this designation more accurately reflects the purpose and objectives of these areas.

## **Management and Planning Considerations in the Marine Environment**

The policy recognizes that planning and management considerations in the marine environment differ from those associated with terrestrial national parks.

Differences in the nature of marine ecosystems are a fundamental consideration. For example, terrestrial parks are usually associated with semi-closed ecosystems dominated by components that are essentially fixed in space and subject to rates of change over relatively long periods of time. On the other hand, marine protected areas are almost always associated with open ecosystems that are large and dynamic and where rates of change associated with many important ecological processes involve relatively little time. Several pelagic, demersal and anadromous fish species and many of the marine mammals and invertebrate species undertake far-ranging migrations associated with their feeding or reproductive cycles.

The water column is the fundamental component in most marine ecosystems. The density of sea water allows it to suspend and transport materials over great distances and thereby link geographically isolated areas. It provides a transportation medium for pollutants that enter the sea from the atmosphere or from terrestrial run-off, and renders marine protected areas vulnerable to a wide range of potentially harmful downstream effects. This characteristic also generally affords marine ecosystems a greater capacity for natural regeneration than their terrestrial counterparts. The water column sustains primary production and provides for most of the habitat requirements of marine plants and animals (including benthic communities) through the transportation of nutrients, food and their larvae.

The nature and effect of human activities in the marine environment also differ from those on land. Maintaining the structural integrity of terrestrial ecosystems due to habitat loss and

fragmentation associated with activities such as forestry, agriculture and transportation are usually critical concerns on land. However, they are less of a concern in marine environments. (Exceptions apply to estuarine and near-shore areas.) Of far greater concern in the sea are the effects of pollution and over-exploitation of resources that gradually alter physical, chemical and biological processes in ways that are not often immediately apparent.

It is important to understand that, for the most part, our knowledge of marine ecosystems lags far behind that of terrestrial ecosystems. Furthermore, the technology available to study marine ecosystems is not as extensive or as revealing as that used on land, and the logistics of operating in the marine environment make marine research a generally costly proposition.

The complexity of legislation and jurisdictions affecting the marine environment is also a significant consideration. For example, within Canada, there are at least 36 federal acts and 20 provincial and territorial acts together with numerous international conventions and accords that relate to the protection and use of the marine environment and marine resources. In view of the openness of marine ecosystems and the high degree of connectivity between marine environments and between these and upstream terrestrial activities, the long-term viability of marine protected areas will require close collaboration and cooperation across many jurisdictional boundaries.

The policy also recognizes the need for flexibility in the approach to the planning and management of these areas since from region to region, Canadians view the marine environment and the role of marine protected areas quite differently. This is a reflection of strongly held social and economic values concerning the protection and use of the marine environment and its resources. While Parks Canada believes these areas must make a meaningful contribution to the protection of Canada's marine heritage, it also believes that the objectives for these areas

are unlikely to be achieved without the cooperation, support and continued involvement of those most directly affected by their establishment.

In addition to their natural features, most national marine conservation areas contain significant cultural resources. These will be managed according to the Cultural Resource Management Policy found in Part III of this document.

### The Concept of A National Marine Conservation Area

In keeping with guidance from the IUCN, Parks Canada is committed to establishing a system of marine protected areas that is representative of the full range of Canada's marine environments. For this reason, and to assist in their effective conservation, these areas will ideally be quite large. For example, the proposed study area for the Gwaii Haanas National Marine Conservation Area encompasses 3,180 km<sup>2</sup> of coastal waters.

National marine conservation areas will include the sea bed, its subsoil and the overlying water column. In coastal areas, they may include wetlands, river estuaries, islands and other coastal lands. However, they may also be established wholly offshore to protect marine areas some distance from Canada's coastline.

Since marine protected areas are vulnerable to downstream effects associated with adjacent terrestrial areas, establishing a marine conservation area in proximity to an existing national park or another protected area could provide additional protection to a conservation area.

The management philosophy associated with national marine conservation areas will differ from that in terrestrial national parks in one very important respect. Instead of trying to protect marine ecosystems in a state essentially unaltered by human activity, which is the primary goal in terrestrial national parks, management effort in

national marine conservation areas will be directed towards the conservation of these areas in the sense that it is defined in the World Conservation Strategy. Therefore, the focus will be on the management of a wide range of human activities to ensure the greatest sustainable benefit to present generations while maintaining the potential of the area to meet the needs and aspirations of future generations. In this context, conservation embraces a number of management concepts including preservation, maintenance, sustainable use, and restoration of the natural marine environment.

The success of this program will hinge on the establishment of integrated management systems which, ideally, should help to coordinate the management of marine and terrestrial areas well beyond the boundaries of a national marine conservation area. In some cases, this would involve the participation of Parks Canada in integrated management programs sponsored by other agencies. In other instances, it will require that Parks Canada take a lead role in facilitating and coordinating the efforts of government and non-government agencies and affected users to collaborate and share in the stewardship of these areas. In the long term, it is hoped that these areas might serve as models for a more holistic approach to the planning and management of marine environments.

An essential feature of all national marine conservation areas will be the setting aside of some zones for protection purposes. These zones will recognize the existence of particularly significant and vulnerable ecosystem components or cultural resources, their importance for ecological research or environmental monitoring, and their potential for non-consumptive recreational use and public education. These zones would be identified during the preparation of a proposal to create a national marine conservation area.

While amendments were made to the *National Parks Act* in 1988 to allow for the establishment of marine protected areas on an interim basis,

new legislation will be required to better reflect the mandate and overall responsibility of the Minister for the administration, control and coordinated management of national marine conservation areas to ensure the protection of their associated marine ecosystems. This legislation must also recognize the responsibilities of other federal and provincial ministers in areas such as the administration and control of fisheries, navigation and shipping.

## **OBJECTIVE**

To protect and conserve for all time national marine areas of Canadian significance that are representative of the country's ocean environments and the Great Lakes, and to encourage public understanding, appreciation and enjoyment of this marine heritage so as to leave it unimpaired for future generations.

### **1.0**

#### **The National Marine Conservation Areas System**

National marine conservation areas are intended to conserve representative examples of Canada's marine environments, coastal zone, and Great Lakes. Based on current scientific information, Canada's oceans and Great Lakes have been divided into 29 marine regions, each of which warrants representation in the system of national marine conservation areas. Efforts to create new marine conservation areas are concentrated on those marine regions that are unrepresented.

Establishment of new marine conservation areas will be guided by the National Marine Conservation Area System Plan. The Plan will provide a description of the 29 marine regions, and the status of system planning for each. Parks Canada will periodically update the Plan, including the listing of representative marine areas identified during regional analysis studies. In addition, Parks Canada will keep an Action Plan up to date to describe the activities that must be undertaken to complete the representation of each of the marine regions.

Parks Canada, acting alone, cannot protect all the areas identified as representative of Canada's marine regions. But by making public the Systems Plan and Action Plan, Parks Canada hopes to encourage other public agencies and appropriate private organizations to work to protect areas that will not be included within the national marine conservation area system.

Public support and the cooperation of other levels of government are essential in establishing new national marine conservation areas or adjusting the boundaries of existing ones. The establishment process is therefore based upon public consultation and intergovernmental cooperation.

There is no rigid process for establishing national marine conservation areas. Each situation is unique and the steps leading up to their creation will reflect individual circumstances. The normal sequence, however, is characterized by five steps: identifying representative marine areas; selecting a potential national marine conservation area; assessing marine conservation area feasibility; negotiating a marine conservation area agreement; and establishing a new national marine conservation area in legislation. The following policies related to marine conservation area establishment are grouped under these headings.

### **1.1**

#### **Identifying Representative Marine Areas**

##### **1.1.1**

Representative marine areas will be identified for those marine regions that are not represented in the system. The following criteria are used:

- i) the area must portray the geological, oceanographic, biological and ecosystem diversity that is characteristic of the marine region; and
- ii) the area's ecosystems must be in a healthy, natural state, or, if they are stressed or significant environmental degradation has taken place, restoration

and maintenance of their essential structure and function must be considered feasible.

#### 1.1.2

Representative marine areas will be identified in consultation with provincial and territorial governments, other federal agencies and with the interested public.

#### 1.1.3

Representative marine areas will be identified regardless of the current protected status or jurisdiction.

### 1.2

#### Selecting Potential National Marine Conservation Areas

##### 1.2.1

Potential national marine conservation areas will be selected from among the representative marine areas, in those marine regions which do not already have adequate representation in the system of marine conservation areas.

##### 1.2.2

In selecting potential national marine conservation areas, consideration will be given to a wide range of factors including:

- i) the extent to which the area represents the ecosystem diversity of the marine region;
- ii) the degree to which the area contributes to the maintenance of essential ecological processes and life support systems for downstream areas (e.g., the protection of nursery or juvenile rearing areas);
- iii) the importance of the area in maintaining biodiversity and protecting critical habitats of rare, threatened or endangered species;
- iv) the occurrence of exceptional natural phenomena and cultural resources;

- v) the existing or potential value of the area for ecological research and monitoring; opportunities for public understanding, education and enjoyment;
- vi) possible threats to the long-term sustainability of the area's marine ecosystems as well as those of the surrounding lands;
- vii) minimizing conflict with existing or probable marine resource uses such as significant commercial fishing areas, mineral or energy resources, navigation routes or defence exercise areas;
- ix) complementarity with the objectives of existing or planned protected marine or coastal areas of other jurisdictions in the marine region;
- x) the potential of establishing an adjacent national park or national park reserve representative of its natural region;
- xi) the potential to cooperatively manage existing and potential uses of the marine resources within and adjacent to the potential marine conservation area on a sustainable basis, compatible with the objective of protecting its biotic resources and other park values; and
- xii) the implications of comprehensive land claims and treaties with Aboriginal peoples.

##### 1.2.3

A composite national marine conservation area consisting of two or more non-contiguous areas may be considered where it will facilitate achieving marine conservation area identification and selection objectives.

##### 1.2.4

Potential national marine conservation areas will be selected in consultation with provincial and territorial governments, other federal agencies, non-government organizations, and the interested public.

### **1.3**

#### **Assessing National Marine Conservation Areas Feasibility**

##### **1.3.1**

To initiate an assessment of the feasibility of a marine conservation areas, Parks Canada will first consult with other federal departments and agencies, provincial and territorial governments and seek their cooperation and support.

##### **1.3.2**

Parks Canada will then initiate discussions with local communities and affected user groups to seek their cooperation in conducting a feasibility study, to determine the best timing and process for their active participation, and how to incorporate the knowledge of individuals living and working in the area.

##### **1.3.3**

As a guide, the feasibility study should include recommendations on the conservation and management objectives of the area, its boundaries, a draft zoning plan as described in section 2.1.0 with a description of the purpose and objectives of each zone and the uses that will be permitted, including fishing. It should also identify specific issues of concern to local communities and affected user groups and, when possible, recommend how they could be addressed.

##### **1.3.4**

In proposing the boundaries of a potential national marine conservation area, every effort will be made to establish an area with a size and configuration that:

- i) protects a wide diversity of marine ecosystems representative of the marine region;
- ii) accommodates the habitat requirements of viable populations of marine species that are native to the marine region;
- iii) does not fragment sensitive, highly diverse or productive marine communities;

- iv) protects exceptional marine phenomena, and rare, threatened or endangered marine wildlife and plants;
- v) includes important sites for ecological research and monitoring;
- vi) offers opportunities for public understanding and enjoyment;
- vii) results in minimum long-term disruption of the social and economic life in the surrounding region; and
- viii) does not encompass permanent communities.

In addition, consideration may be given to including submerged cultural features or coastal/island sites which are significant in portraying human use of marine resources within a proposed national marine conservation area.

##### **1.3.5**

As part of the feasibility assessment, Parks Canada will cooperate with those federal departments or provincial/territorial governments responsible for assessing the renewable and nonrenewable natural resource potential of the proposed marine conservation area. Any associated field activities will take into account the natural and cultural qualities which recommend the area for marine conservation area status.

##### **1.3.6**

Boundary adjustments intended to improve the representation of an existing marine conservation area or its ecological integrity will be assessed according to the above policies.

### **1.4**

#### **National Marine Conservation Areas Agreements**

##### **1.4.1**

National marine conservation areas will be established pursuant to agreements with the concerned provincial or territorial governments, federal departments and agencies, and with Aboriginal organizations, as appropriate.

#### **1.4.2**

The Crown in Right of Canada will own all land, including the sea or lake bed and its subsoil, within a national marine conservation area. Private lands and interests will be acquired by negotiated settlement, and term interests may be allowed to expire.

#### **1.4.3**

The agreement will describe the boundaries of the national marine conservation area, and will stipulate the role(s) of concerned government departments and agencies, any local communities and affected user groups, as well as interested non-government organizations and the public in the cooperative stewardship, planning and management of the marine conservation area.

#### **1.4.4**

Parks Canada will take a lead role in developing cooperative arrangements with all concerned parties for the complementary use and management of resources within a national marine conservation area.

#### **1.4.5**

Commercial exploration, extraction or development of nonrenewable resources and ocean dumping will not be permitted within a national marine conservation area.

#### **1.4.6**

Parks Canada and the provincial and federal governments will foster opportunities for local residents to find employment and business opportunities related to the operation of national marine conservation areas.

#### **1.4.7**

Where the resources of a marine conservation area are, or may be, significantly impacted by upstream pollution sources, Parks Canada will cooperate with government and non-government agencies at the local, provincial, territorial, federal and international levels in order to monitor water quality and endeavour to prevent or mitigate pollution effects.

#### **1.4.8**

Prior to the establishment of a marine conservation area, Parks Canada will prepare a report setting out the area's purpose and objectives, boundaries agreed to, zoning plan, and the various agreements made with other governments and federal departments for the cooperative management of the marine conservation area.

### **1.5**

#### **Establishing National Marine Conservation Areas in Legislation**

##### **1.5.1**

Marine conservation areas will be formally established by the Parliament of Canada through amendment to the *National Parks Act* or in accordance with new legislation respecting the establishment of national marine conservation areas.

##### **1.5.2**

When new national marine conservation areas are established in conjunction with the settlement of land claims of Aboriginal peoples, the final boundaries as well as harvesting rights and involvement of Aboriginal peoples in planning and management will be proposed in legislation according to the terms of the land claim agreement. In the interim, the area may be set aside as a "national marine conservation areas reserve" under the Act and traditional hunting, fishing and other marine resource based activities by entitled Aboriginal peoples will continue.

### **2.0**

#### **Management Planning**

The goal of a national marine conservation area management plan is to provide for sustainable use of the area consistent with the need to maintain the structure and function of marine ecosystems. The plan provides guidance to marine conservation area managers and users about the day-to-day management and use of the area. It also outlines how the Minister responsible for Parks Canada proposes to

conserve the area's resources in keeping with the provisions of the *National Parks Act*.

Management planning is an iterative process: plans must be prepared within five years of the area's proclamation and be reviewed and amended as necessary every five years thereafter. Since planning decisions are inevitably based on incomplete knowledge of the area's resources, plans will always lean to the side of caution when prescribing reasonable levels of use. However, through continuing cooperative and inter-disciplinary approach, information about the physical, biological and socio-economic characteristics of the area will be compiled and interpreted to avoid uncertainty in decision-making.

Zoning is an essential part of the national marine conservation area management plan. Its main purposes are to define and map the different levels of protection and use that will occur in the marine conservation area and to separate potentially conflicting human activities. Zoning must be comprehensive but also as simple as possible to ensure it can be readily understood by the public, and be translated into management actions and regulations that are easy to comply with and enforce. To avoid unnecessary regulation of human activities, each zone will have clear and justifiable objectives.

The three proposed marine conservation zones reflect a continuum of protection and use. Different levels of protection and use will be permitted in each zone, or at different times.

Temporal and vertical zoning may provide flexibility and objectivity in harmonizing use. For example, temporal zoning could prohibit visitor access to, or commercial fishing near, a particular fish spawning ground, sea bird colony or whale calving area during the reproductive season but allow it throughout other, less critical periods. Depending on the factors involved, the time span may be long term, seasonal, cyclical or even diurnal. Vertical zoning may also be appropriate in some situations where, for

example, certain benthic species or habitats require absolute protection while fishing, transportation or recreational uses continue at or near the surface of the water column.

In some cases, environmentally or culturally sensitive sites may require special management but do not fit the zoning designations below. Management plans will include the guidelines necessary for the protection and use of such sites. In other cases, a marine conservation area may encompass an existing protected area where the degree of protection and use allowed does not correspond precisely to the national marine conservation area zoning definitions. In this situation, where the existing protected area contributes to the overall purpose and objectives of the conservation area, it may be designated as a special use zone to ensure its function and identity remain intact.

## 2.1

Parks Canada will adopt an inter-disciplinary approach to management planning to ensure a broader perception and understanding of issues, and the development of solutions to problems that are more comprehensive, far-reaching and durable.

## 2.2

Parks Canada will prepare management plans for the Minister's approval and tabling in Parliament within five years of an area's proclamation under the *National Parks Act* or other legislation. Management plans will be reviewed every five years thereafter.

## 2.3

Maintaining the structure and function of marine ecosystems will be a first priority when considering the zoning and management of visitor use and renewable resource harvesting activities.

## 2.4

Cultural resources will be managed in accordance with the Cultural Resource Management Policy.

## 2.5

Each management plan will contain a statement of the purpose and objectives of the marine conservation area in the national system and in the marine region in which it is located. As well, it will detail the specific protection and use objectives of each designated zone.

## 2.6

Parks Canada will inform and involve a broad spectrum of the Canadian public in the preparation, review and amendment of management plans.

## 2.7

A management advisory committee will be formed for each conservation area to ensure regular consultation and direct involvement of resource users and residents of the surrounding region in the preparation and implementation of the management plan.

## 2.8

Parks Canada will cooperate with other federal agencies and levels of government, private organizations and individuals involved in the planning and management of areas adjacent to marine conservation areas to ensure that research, management and regulatory programs, facilities and services are integrated in effective and economical ways.

## 2.9

Management plans for national marine conservation areas which have additional international and national designations such as World Heritage Site, Biosphere Reserve or National Historic Site, will include strategies for protection and promotion of the values that resulted in the additional designations.

## 2.10

The national marine conservation area zoning system will apply to all land and water areas of national marine conservation areas, and will state the specific protection and use objectives of each designated zone. Parks Canada will monitor the degree to which those objectives are being

achieved and assess the validity of the designation during the review of the management plan.

The zoning provisions outlined below are intended to serve as a guide only. They may change as Parks Canada acquires planning and management experience in several marine conservation areas. Also, an alternative zoning system may be recommended for a national marine conservation area during the feasibility study.

### 2.10.1

Zone I (Preservation) - Areas will be considered for Zone I designation when their management objectives involve protecting:

- i) habitats deemed critical to the survival and maintenance of depleted, vulnerable, threatened or endangered species;
- ii) habitats of more common species and communities that are particularly sensitive to human disturbances;
- iii) unique or best examples of a natural feature;
- iv) cultural resources of national historic significance or of historic significance; or,
- v) areas considered important for long-term environmental monitoring or ecological research.

In Zone I areas, renewable resource harvesting will not be permitted. Visitor use will not normally be allowed but in certain cases, where the public education benefits are high, provisions may be made for limited and closely supervised visitor access. Permanent facilities will not be permitted, unless they are essential for public safety or the protection of natural features.

### 2.10.2

Zone II (Natural Environment) - Areas will be considered for Zone II designation when their management objectives involve:

- i) creating a buffer zone around Zone I

- areas in order to enhance protection of its special habitats or features;
- ii) protecting highly representative areas that provide opportunities for non-consumptive recreational use and public education in as natural a setting as possible; and
- iii) conducting environmental monitoring and research projects in which public education is an integral part of the study program.

In Zone II areas, renewable resource harvesting activities including recreational hunting and fishing will be prohibited. Research, public education and low-intensity outdoor recreation will be permitted. Where practical and safe, the use of non-motorized transportation would be encouraged. Only minimal facility development would be allowed.

#### 2.10.3

**Zone III (Conservation)** - Areas will be considered for Zone III designation when their management objectives involve:

- i) renewable resource harvesting activities, aquaculture and marine transportation; or
- ii) providing opportunities for a broad spectrum of outdoor recreation and public education activities.

In Zone III areas, provision will be made for reasonable use consistent with maintaining the structure and function of marine ecosystems. Hunting may be permitted in designated areas on a conservative basis, subject to ongoing population assessments and visitor safety concerns. Permanent facilities for conservation area administration, public education, visitor services and accommodation would be allowed.

#### 2.10.4

Zones of a marine conservation area may be subject to temporary access or use restrictions when specific components or functions of a marine ecosystem require additional protection. These temporary zoning restrictions may be

seasonal, cyclical, diurnal (on a daily or nightly basis), or combinations thereof, as warranted.

#### 2.10.5

Vertical zoning may be used to provide more protection to natural or cultural resources at or near the sea floor while recreational, transportation or near-surface fishing activities continue above.

#### 2.10.6

Changes to an area's zoning, including provisions for temporal and vertical zoning, will only be made following public notice and public participation in the decision.

#### 2.10.7

Establishing and maintaining a core of Zone I and II areas will be an essential feature of all national marine conservation areas.

### 3.0

#### Managing the Use of National Marine Conservation Areas

Managing the use of national marine conservation areas will be based on the "ecosystem management" concept. This involves adopting a holistic view of the natural environment, ensuring that decisions consider the dynamic and interactive nature of ecosystems, human activities within the ecosystems, and their finite capacity to recover from stress caused by human disturbances.

To be effective, ecosystem management must have a broad base of support. It requires understanding and collaboration among all those who directly use the area or who influence the ecological integrity of a marine conservation area by their activities in the surrounding hinterland. Forging strong partnerships is also important, particularly in research and environmental monitoring where user groups, universities, conservation organizations and the private sector have much to contribute.

Ecosystem management must be based in

science. Adequate baseline information about the physical, oceanographic and biological characteristics, and existing and potential uses of the conservation area is required to guide planning and management of the area and to develop public education programs. Monitoring is required to detect changes occurring in the marine environment and to determine whether these are due to natural causes or to stress caused by human activities.

### **3.1 Ecosystem Management**

#### **3.1.1**

Measurable goals and management strategies will be formulated for each national marine conservation area to ensure the protection and maintenance of its ecosystems.

#### **3.1.2**

Where marine ecosystems or components thereof have been seriously degraded, Parks Canada will initiate restoration programs in cooperation with others.

#### **3.1.3**

When a marine species which spends a part of its natural life cycle in a marine conservation area is adversely affected by human activities outside the area, Parks Canada will cooperate with Canadian and international regulatory agencies to promote its conservation throughout its range.

#### **3.1.4**

Extirpated species that are native to the marine conservation area may be reintroduced after research has shown that reintroduction is likely to succeed and that its probable effects are acceptable within the conservation area and the surrounding region.

#### **3.1.5**

The introduction of exotic plants or animals into the wild in a marine conservation area will not be permitted.

#### **3.1.6**

Federal environmental assessment and review legislation will be implemented in conservation areas in an exemplary fashion. Parks Canada will also review and comment upon environmental impact assessments for proposed developments that are near established or potential marine conservation areas.

#### **3.1.7**

Parks Canada will encourage understanding and cooperation in achieving marine area conservation goals by participating in regional sea and coastal zone planning programs sponsored by other jurisdictions and interested parties.

#### **3.1.8**

To promote science-based management, Parks Canada will work with others in compiling and analyzing baseline information on the physical, oceanographic and biological characteristics of the marine conservation area and surrounding lands, use of marine resources within this geographic area and their effects.

### **3.2**

#### **Protection and Compliance**

#### **3.2.1**

Parks Canada will implement appropriate regulations under the *National Parks Act* or other statutes in accordance with management and zoning decisions set out in the approved conservation area management plan.

#### **3.2.2**

Parks Canada, in cooperation with other law enforcement agencies, will monitor compliance with the marine conservation area regulations that have been implemented to protect marine ecosystems, maintain the public peace and protect life and property. Strict enforcement action will be taken to detect and stop illegal activities such as poaching.

#### **3.2.3**

The public will be consulted in the development

of regulations applicable to marine conservation areas, and visitors will be made aware of the rationale for such regulations.

#### 3.2.4

Under the *National Parks Act*, Parliament must approve new pipeline or submarine cable rights of way through a national marine conservation area while the Governor in Council retains authority to alter existing rights of way. The Minister will recommend that new or altered corridors be authorized only where it is demonstrated that, relative to alternative routes or modes, a new or altered route:

- i) will provide significant economic advantages; and
- ii) will not significantly increase damage or long-term risk to the area's marine environment.

All such proposals will be subject to the Federal Environmental Assessment and Review Process and must be constructed and operated so as to satisfy all environmental impact mitigation measures that have been agreed upon.

### 3.3 Fishing and Aquaculture

#### 3.3.1

Fishing is an appropriate activity in Zone III areas, subject to protecting the conservation area's ecosystems, to maintaining viable stocks, and to attaining the purpose and objectives of the marine conservation area.

#### 3.3.2

Aquaculture may be permitted in Zone III areas if it does not impair the structure and function of the marine conservation area's ecosystems and does not conflict with other fisheries, navigation, marine outdoor recreation and public education activities.

#### 3.3.3

Fishing and aquaculture closures in Zone I and II areas and changes to fishing and aquaculture

practices in Zone III areas will be agreed to between Parks Canada, the Department of Fisheries and Oceans (DFO) and, where applicable, provincial agencies in consultation with the fishing industry, at the time of establishment of a marine conservation area, and reviewed during management planning.

#### 3.3.4

Fisheries in national marine conservation areas will be regulated under the provisions of the *Fisheries Act*. Other statutes may also be used to provide additional protection to marine ecosystems.

#### 3.3.5

Fisheries in marine conservation areas will be managed in accordance with fisheries management plans established by DFO. Parks Canada will participate in the negotiation of these plans to secure the protection of marine ecosystems in and around marine conservation areas.

#### 3.3.6

Parks Canada will work cooperatively with DFO and the fishing industry to minimize indiscriminate methods of fishing and the use of gear that is destructive to the sea bed within a conservation area.

#### 3.3.7

Shore based support facilities for fishing will be permitted in Zone III areas if operated in a manner that does not conflict with the purpose and objectives of the conservation area. Parks Canada may contribute to the cost of relocating or upgrading existing facilities that are incompatible with the area's purpose and objectives. Expansion and improvement will require approval by Parks Canada, DFO and other involved federal or provincial/territorial agencies.

#### 3.3.8

Proposals to introduce any new fishery into a marine conservation area (including aquaculture), not agreed to at the time the conservation area

was established, will be considered during the management planning process. These proposals will be subject to the prior completion of stock assessment and environmental impact studies.

### **3.4 Marine Transportation**

#### **3.4.1**

Transportation, navigation and aids to navigation, and the operation of pleasure craft in marine conservation areas will be regulated under the *Canada Shipping Act* and other applicable legislation and regulations.

#### **3.4.2**

The routing of new transportation corridors within marine conservation areas will be considered during the management planning process, and will take into account the need for essential services, such as ferries and northern supply routes.

#### **3.4.3**

Vessel access to, and movement within, marine conservation areas will be managed in conformity with conservation area objectives and the area's zoning plan in a manner that will:

- i) circumvent areas frequented by threatened or endangered species and their habitats;
- ii) provide the public with opportunities to understand and enjoy the conservation area;
- iii) ensure public safety; and
- iv) minimize conflict between commercial and recreational uses.

#### **3.4.4**

Traditional Aboriginal and other fishermen's rights of marine access, including over-ice transportation, will be recognized, subject to the requirement of protecting fish and wildlife, including marine mammals, and habitat important to their well-being.

#### **4.0**

### **Public Understanding, Appreciation, and Enjoyment of National Marine Conservation Areas**

Parks Canada has an important leadership role in marine environmental education. Its interpretation and public education programs are intended to promote the development of an environmental consciousness in all Canadians and a willingness to take personal and collective action to better protect and maintain the marine environment.

Through interpretation programs, Parks Canada challenges visitors to develop a better understanding and appreciation of the area's marine heritage and the issues affecting it and the surrounding region. Through public education programs, and in cooperation with others, Parks Canada hopes to foster a stronger environmental ethic among all Canadians and to broaden support for marine conservation, including the establishment of marine conservation areas and other marine protected areas. These programs will also promote the wise use and stewardship of marine resources by local people and visitors.

Only recreational activities that are compatible with the long-term protection of the marine conservation area and that allow visitors to enjoy the marine environment for what it is and on its own terms will be encouraged. Visitors will be encouraged to develop the knowledge, skills and camaraderie required to visit marine conservation areas safely with minimal disturbance to the environment and to develop an appreciation and respect for local traditions and ways of life.

In responding to visitor needs for services, facilities and access to marine conservation areas, Parks Canada must act with care and imagination. Their provision will depend on the sensitivity of a particular environment to human impact. Marine conservation areas offer rare and outstanding opportunities to experience and learn about Canada's marine heritage. They cannot, however, accommodate every kind of service and facility requested by the public. The difficulties of access and movement within marine areas make it essential that services and facilities be designed to allow for safe contact with the water.

## **4.1 Management of Visitor Activities**

### **4.1.1**

The Visitor Activity Management Process will be used to match visitor interests with specific educational and outdoor recreation opportunities determined for each marine conservation area through the management plan.

### **4.1.2**

Parks Canada will encourage those outdoor recreational uses of a marine conservation area that broaden visitor understanding and appreciation of the natural environment, and that cause minimal disturbance to the environment, wildlife and local life styles.

### **4.1.3**

In providing opportunities for outdoor recreation, Parks Canada will take into account the different needs of visitors depending on their age, physical capabilities and levels of skill and knowledge to function safely in the marine environment.

### **4.1.4**

Parks Canada will encourage the private sector and non-governmental organizations to provide skills and knowledge development programs to increase visitor understanding and enjoyment of the marine conservation areas.

### **4.1.5**

As new or modified forms of outdoor recreation emerge, each will be assessed for its appropriateness nationally before consideration in the management planning process. Individual management plans will then specify the types and ranges of both new and existing appropriate outdoor recreation activities and their supporting facilities. Parks Canada will also review its national directives periodically to ensure that new forms of outdoor recreation are adequately considered.

### **4.1.6**

An integrated visitor activities data base will be developed and kept up to date for each national marine conservation area to provide, along with research, monitoring and evaluation, the visitor information required for management decisions and state of the parks reporting to Parliament. The information gained will be used to add to or improve existing opportunities, and in the development and review of management plans, service plans, and visitor risk management programs. Both activity data and infrastructure and environment data will be incorporated into risk assessments. Risk control measures will consider the experience needs of the visitor and promote visitor self-reliance accordingly.

### **4.1.7**

Parks Canada will use a variety of direct and indirect strategies for managing public use. Examples of direct strategies include zoning, rationing use intensity, restricting activities, and law enforcement. Examples of indirect strategies include facility design, information dispersal, and cost-recovery mechanisms.

### **4.1.8**

Provisions for public understanding, appreciation and enjoyment of the cultural resources located in national marine conservation areas, and associated activities, services and facilities, will be made in accordance with the Cultural Resource Management Policy.

## **4.2**

### **Interpretation and Public Education**

#### **4.2.1**

Parks Canada will cooperate with others in developing marine conservation area interpretation and public education programs that will provide visitors and all Canadians with accurate information of the area's marine ecosystems, key environmental issues and the various programs that have been implemented for the protection and wise use of these ecosystems.

#### **4.2.2**

Visitors will be informed of activities permitted in the conservation area, and the services and facilities available to them in the area and surrounding region. In particular, visitors will be made aware of the dependence of local people on the area's marine resources, and will be asked to respect their values and traditions during their visit.

#### **4.2.3**

Various marine conservation interpretation programs will be made available to visitors, including those with disabilities, in a manner which causes little or no disturbance to the natural environment.

#### **4.2.4**

Parks Canada will cooperate with schools, universities and other learning institutions in developing public education programs, and to encourage the use of marine conservation areas as centres for environmental education and research.

## **4.3**

### **Visitor Services and Facilities**

#### **4.3.1**

Parks Canada will only provide facilities and services in marine conservation areas that are deemed essential for interpretation, public education and recreational activities in the approved management plan.

#### **4.3.2**

In developing facilities within a marine conservation area, impacts on the area's resources and established uses such as fishing will be minimized, and due attention will be given to visitor risk management.

#### **4.3.3**

The establishment of artificial reefs to attract marine organisms for display purposes, the intentional sinking of vessels or other man-made objects for recreational diving, and similar facilities will not be permitted in marine conservation areas.

#### **4.3.4**

Parks Canada will encourage visitors to become familiar with the skills, knowledge and equipment they should have in order to safely undertake outdoor activities in the marine conservation area.

#### **4.3.5**

Parks Canada will coordinate accident prevention and search and rescue services in and around marine conservation areas with the Canadian Coast Guard and other agencies involved in public safety.

#### **4.3.6**

Parks Canada will work with the tourism sector to fulfill public needs for a broad range of services and facilities adjacent to the marine conservation areas, and will locate its own administrative facilities accordingly.

#### **4.3.7**

Private and voluntary organizations, such as cooperating associations, will be encouraged to plan, develop and operate essential visitor services and facilities within a marine conservation area.

## **4.4**

### **Tenure**

#### **4.4.1**

No lands or foreshore areas within a marine conservation area will be made available for private cottages, camps, seasonal camping areas, or for any exclusive recreational use by individuals or organisations. In areas where settlement has already occupied shorelines in locations contemplated for a national marine conservation area, the boundary may include such shorelines since they are often important biological areas. In such cases, a shoreline zoning classification system will be developed to regulate nearshore developments.

#### **4.4.2**

Limited tenure may be granted on marine conservation area lands and waters in the form of permits, leases, or licences of occupation for the provision of essential services and facilities for visitors.

#### **4.4.3**

Upon the expiry of a lease, licence, or permit of occupation (when not already provided in an existing agreement), a replacement instrument may be negotiated if the purpose is supported by the conservation area management plan; if the holder has complied with the terms and conditions of the expiring agreement; and if the granting of a replacement agreement is consistent with federal government policy on fair access.



## CANADIAN HERITAGE RIVERS SYSTEMS POLICY



John Carruthers  
Feb.'94

## **CANADIAN HERITAGE RIVERS SYSTEM POLICY**

### **BACKGROUND**

### **OBJECTIVE**

**1.0**

**Creating a National System**

**2.0**

**Rivers Under Parks Canada Jurisdiction**

**3.0**

**Technical and Financial Assistance**

## CANADIAN HERITAGE RIVERS SYSTEM POLICY

### BACKGROUND

Canada's rivers are keys to the understanding of our country's natural and human history. Virtually all of the nation's freshwater eventually flows through rivers into five different salt water bodies: the Atlantic, Pacific and Arctic Oceans, Hudson Bay, and into the Gulf of Mexico. Modern industrial development has irreversibly changed many rivers through the construction of dams for hydro-electricity and irrigation, and through the disposal of waste into them. There is relentless pressure on Canada's important rivers from industry, agriculture and urbanization.

To help identify, conserve and encourage public use of important rivers, the Canadian Heritage Rivers System (CHRS) was set up as a cooperative program by the federal, provincial and territorial governments. The System is overseen by a Board comprised of representatives appointed by each participating government. Parks Canada and the Department of Indian Affairs and Northern Development represent the federal government on this Board.

This policy outlines how Parks Canada will implement its responsibilities for the coordination of the CHRS as well as its own participation in nominating, designating and managing rivers under the Minister's authority.

All agencies participating in the Canadian Heritage Rivers System, including Parks Canada, adhere to the agreed objectives and policies which are described in the document, *The Canadian Heritage Rivers System: Objectives, Principles and Procedures*. The System's objectives are to give national recognition to the important rivers of Canada and to ensure their future management in such a way that the natural and human heritage which they represent is conserved and interpreted, and the opportunities they possess for recreation and heritage

appreciation are realized by residents of and visitors to Canada.

### Parks Canada Objective for the Canadian Heritage Rivers System

Within the framework of the Canadian Heritage Rivers System, the objective of Parks Canada is:

To foster protection of outstanding examples of the major river environments of Canada in a cooperative system of Canadian Heritage Rivers, and to encourage public understanding, appreciation and enjoyment of their human and natural heritage.

#### 1.0

##### Creating a National System

###### 1.1

As the lead federal agency on the Canadian Heritage Rivers Board, Parks Canada will advocate a national perspective on the development of the System.

###### 1.2

Parks Canada will encourage the membership of all provinces and territories in the System.

###### 1.3

Through the development of national framework plans, Parks Canada will support and encourage the nomination of rivers that represent the natural and cultural heritage of all of Canada's river environments.

###### 1.4

Parks Canada will cooperate with other federal agencies and, where necessary, coordinate actions between these agencies and participating provincial and territorial governments, on issues concerning the nomination, designation and management of rivers in the System.

## **1.5**

Through the Board Secretariat, and working with other federal agencies, national cooperating associations and non-governmental organizations, Parks Canada will publicly promote the System as a national program.

## **2.0**

### **Rivers Under Parks Canada Jurisdiction**

#### **2.1**

Parks Canada will nominate as Canadian Heritage Rivers, rivers under its own jurisdiction which, according to its own framework plans, represent the natural and cultural heritage of Canada's rivers.

#### **2.2**

Management plans for national parks or other areas under Parks Canada jurisdiction in which designated Canadian Heritage Rivers are located will be prepared according to the National Parks Policy. These plans will contain specific reference to the management of these rivers according to CHRS objectives, and will be lodged with the Board to fulfill the requirements for designation of rivers to the CHRS.

#### **2.3**

Parks Canada will demonstrate leadership by managing designated Canadian Heritage Rivers located in national parks and other areas under its jurisdiction according to CHRS objectives, resource management objectives, and other relevant federal government policies.

#### **2.4**

Parks Canada will monitor the condition of its Canadian Heritage Rivers and will report as required to the Board on their condition.

## **2.5**

Parks Canada will work with neighbouring jurisdictions and appropriate agencies to protect the upstream watersheds of its Canadian Heritage Rivers.

## **2.6**

Parks Canada will assume the cost of public information programs for Canadian Heritage Rivers under its own jurisdiction.

## **3.0**

### **Technical and Financial Assistance**

#### **3.1**

Parks Canada will provide direct financial and technical assistance to participating governments for the completion of studies and plans leading to the nomination and designation of Canadian Heritage Rivers.

#### **3.2**

Parks Canada will provide the Board and its member governments with technical assistance on matters concerning the nomination, designation and management of Canadian Heritage Rivers, and will undertake national river studies on behalf of the Board.

#### **3.3**

Through a Secretariat operated on behalf of the Board, Parks Canada will provide support for plaquing ceremonies to commemorate the designation of rivers to the System, assume the cost of a national and international public information program for the System, and will provide support for coordinating the ongoing monitoring of designated rivers.

## NATIONAL HISTORIC SITES POLICY



# NATIONAL HISTORIC SITES POLICY

## BACKGROUND

### OBJECTIVES

#### Commemorating Canada's Past

##### 1.0 Roles and Responsibilities

1.1  
The Role of the Minister

1.2  
The Role of the Historic Sites and Monuments  
Board of Canada

1.3  
The Role of Parks Canada

##### 2.0 Determining National Historic Significance

2.1  
Scope

2.2  
Criteria

2.3  
Designation

##### 3.0 Forms of Commemoration

3.1  
Plaques

3.2  
Monuments

3.3  
Agreements

3.4  
Acquisition

3.5  
Other Forms of Commemoration

##### 4.0 Rescinding Commemoration

**PROTECTING AND PRESENTING  
NATIONAL HISTORIC SITES (See Part III,  
Cultural Resource Management Policy)**

## NATIONAL HISTORIC SITES POLICY

### BACKGROUND

As places that exemplify thousands of years of human history and hundreds of years of nation building, Canada's national historic sites are part of the inheritance of all Canadians. Extending from the northwest corner of the Yukon to the eastern tip of Newfoundland, these historic places reflect a diversity of cultures, geographical settings and time periods as vast as Canada itself, symbolizing its national identity and human environmental heritage.

National historic sites evoke many of the great themes of human history, in circumstances that represent the commonplace as well as the unique. They remind Canadians and visitors to Canada that our past is rich and varied, encompassing places as diverse as Port au Choix in Newfoundland, a 4,000-year-old Aboriginal site depicting the Maritime Archaic culture; the Lachine Canal, in Montréal, one of the most important places associated with Canada's industrial and transportation history; York Factory, in Manitoba, once the headquarters of a fur trade empire that covered western and northern Canada, and Kitwanga Fort site in British Columbia, part of a significant intertribal trading network. At the same time, national historic sites reflect the enormous impact that the biophysical environment — our natural heritage — has had on the landscape of Canadian history. As places where we commemorate our history and our diverse but common heritage, national historic sites play a significant role in the public education of all Canadians.

The term "national historic site" embraces the entire spectrum of nationally significant historic places, ranging in size from the gravesites of the Fathers of Confederation to extensive cultural landscapes in urban, rural and wilderness settings. These places may contain surface and subsurface remains, individual buildings or complexes of buildings and other works,

artifacts, natural features and combinations thereof. Where individual national historic sites do not constitute cultural landscapes in their own right, they form part of a larger cultural landscape. Recognition of this enhances our appreciation of the value of these historic places and their associated environments.

The impulse to commemorate significant aspects of the past is one that Canadians share with others around the world. Most nations have formal or informal programs of this nature, and over 100 countries, including Canada, adhere to the United Nations' World Heritage Convention. The Convention has as its objective the identification, protection, conservation and presentation of cultural and natural heritage places of outstanding universal value. A number of Canada's national historic sites have been recognized by the United Nations Educational, Scientific and Cultural Organization (UNESCO) as World Heritage Sites, including L'Anse aux Meadows in Newfoundland, the only authenticated site of the Viking presence in the New World, and Ninstints Village in British Columbia, with its unsurpassed collection of Haida totem and mortuary poles. Another Canadian World Heritage Site, the Historic District of the city of Québec, contains several national historic sites that were instrumental in its World Heritage designation, chief among them being the walls of the old city.

At the federal level, responsibility for designating the nation's historic places rests with the Minister of Canadian Heritage, who acts on the advice of the Historic Sites and Monuments Board of Canada. The Board also advises the Minister on the commemoration of persons, events and other historical phenomena.

Early governmental activities in Canada relating to the commemoration of historic places tended to focus on marking and preserving battle and fortification sites because of their importance —

real and symbolic — as landmarks in Canada's national evolution. Local initiative was often instrumental in the commemoration of these places. The importance of local interest in the conservation of national heritage has long been a feature of the national historic sites program, as has been the recognition that our national history is to be found in all parts of the country.

It was not until the second decade of the 20th century that the first national program for preserving sites of historical interest was established within the Dominion Parks Branch of the former Department of the Interior. Largely the work of an early commissioner of the Branch, this program represented a blending of the cultural heritage and natural conservation movements of the time, and began the long organizational association between national historic sites and national parks that has continued to the present. With the formation of the Historic Sites and Monuments Board of Canada in 1919, provision was made for outside experts to advise the Minister on the commemoration of nationally significant aspects of Canadian history.

Three pieces of federal legislation have been instrumental in the development of the historic sites program: the *Dominion Forest Reserves and Parks Act* of 1911; Part II of the *National Parks Act* (1930), which makes provision for the setting aside of federal lands to commemorate an event of national importance, or to preserve a historic landmark or "any object of historic, prehistoric, or scientific interest of national importance;" and the *Historic Sites and Monuments Act* (1952-53), which describes the powers of the Minister with respect to the commemoration of historic places and outlines the role of the Historic Sites and Monuments Board of Canada.

The federal government plays an essential role in historical commemoration, specifically at the national level, but many others are actively involved. Private citizens, historical societies, heritage groups, professional bodies and others play a major part in identifying and conserving

heritage, and in lobbying governments at all levels to devise, implement or expand legislation and programs. In fact, most of the proposals for commemoration considered by the Minister are submitted by the public.

Provincial and territorial governments also play a significant role, not only through the programs they sponsor and the historic sites they operate, but also because provincial jurisdiction over private property enables the provinces to pass and enforce legislation extending legal protection to designated properties or sites not owned by governments or subject to federal regulation. Federal-provincial-territorial cooperation is facilitated by formal mechanisms, as well as by ongoing contact at the agency level.

National historic sites represent a true national partnership in the preservation of Canada's heritage. The Minister of Canadian Heritage is responsible for designating these sites and for directly managing a number of them, while many others are owned by other levels of government, corporations and individuals. This partnership, which is often informal rather than formal, is symbolized by the term "Family of National Historic Sites." The family includes sites that are operated as heritage institutions, as well as those that continue to serve traditional commercial, administrative, industrial and spiritual purposes, touching the everyday lives of people across Canada in national historic sites such as the Historic District of Lunenburg, Christ Church Cathedral in Fredericton, the Chateau Frontenac in the city of Québec, Union Station in Toronto, Stirling, in Alberta, Igloolik Island in the Northwest Territories, or Stanley Park in Vancouver. To a degree unforeseen even ten years ago, historic sites are increasingly viewed as an integral part of the human environment, rather than as enclaves where the past is separated from the present.

While Canadians can take pride in their national historic sites, there is no room for complacency. Each year significant places associated with our history are destroyed, either by natural causes or

through human action or inaction. Many sites of great value remain to be commemorated, and many await the resources necessary to properly protect and effectively present them. Our historic sites represent a legacy that, once lost, can never be replaced.

The Government of Canada is aware that a strong and secure sense of the past is an indispensable source of confidence in the future, particularly for a country that is outward-looking by choice and independent by conviction. National historic sites provide tangible and irreplaceable links to what defines us as a nation and a people, and along with other national institutions and symbols, especially those of historic value, are integral to "our sense of country." The federal government is dedicated to assuring that the existing system of national historic sites remains strong and, equally important, that new sites are added to ensure that the full range of Canada's human history is adequately represented within the national commemorative program.

The designation and stewardship of national historic sites reflect the values of those who have been given responsibility for the commemoration of our heritage. The need to identify and to preserve non-renewable heritage resources has never been more urgent or important. Future generations will judge the content and quality of our stewardship.

This policy sets out objectives, describes means to achieve them, and provides guidelines for evaluating the program using such concepts as commemorative integrity.

## OBJECTIVES

- To foster knowledge and appreciation of Canada's past through a national program of historical commemoration.
- To ensure the commemorative integrity of national historic sites administered by Parks Canada by protecting and presenting them for

the benefit, education and enjoyment of this and future generations, in a manner that respects the significant and irreplaceable legacy represented by these places and their associated resources.

- To encourage and support the protection and presentation by others of places of national historic significance that are not administered by Parks Canada.

## Commemorating Canada's Past

Commemoration is the means by which Canada gives official recognition to subjects of national historic significance. Such subjects cover the whole range of Canada's human history, including persons, places, events and other phenomena. Commemoration may take any of the forms described in the *Historic Sites and Monuments Act* and in Part II of the *National Parks Act*.

A commemoration will possess four qualities:

- i) It will be formally approved by the Minister;
- ii) It will communicate the national significance of what is being commemorated;
- iii) In the case of resources of national historic significance administered by Parks Canada, it will respect the legacy that these resources represent; and
- iv) It will be enduring.

The concept of commemorative integrity is used to describe the health or wholeness of a national historic site. A national historic site possesses commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for the site's national historic significance are effectively communicated to the public, and when the site's heritage values are respected by all whose decisions or actions affect the site.

## **1.0 ROLES AND RESPONSIBILITIES**

### **1.1**

#### **The Role of the Minister**

The Minister of Canadian Heritage is responsible for directing the national program of historical commemoration provided for in legislation.

##### **1.1.1**

The Minister will respond to public and other requests relating to the commemoration of aspects of Canada's human history.

##### **1.1.2**

The Minister will make designations of national historic significance, based on recommendations of the Historic Sites and Monuments Board of Canada.

##### **1.1.3**

The Minister will determine the appropriate forms of commemoration for recognizing national historic significance, based on recommendations of the Historic Sites and Monuments Board of Canada, and information provided by the department.

##### **1.1.4**

Provinces and territories will be notified when the Minister receives a request for designation affecting that province or territory, and will thus have an opportunity to provide information they consider relevant.

##### **1.1.5**

In the case of a national historic site under the authority of another federal minister or agency, the Minister will seek an interdepartmental agreement providing for the protection of the site.

##### **1.1.6**

To protect national historic sites that are not owned by the federal government, the Minister will, at the time of designation, encourage the province or territory in which the site is located

to apply its own heritage legislation. To the extent permitted by law, the Minister will recognize provincial or territorial heritage designations on lands under his or her authority.

##### **1.1.7**

The Minister will, at the time of designation, provide owners of national historic sites with a copy of the Cultural Resource Management Policy, and encourage them to apply the principles and practice described in the Policy. Where operational requirements permit, owners of national historic sites will be provided with professional and technical advice upon request.

### **1.2**

#### **The Role of the Historic Sites and Monuments Board of Canada**

The Historic Sites and Monuments Board of Canada is an independent body that provides the Minister of Canadian Heritage with impartial and expert advice on matters relating to historical commemoration, and devises its own policies to carry out its responsibilities. In practice, the Minister will not designate or commemorate without the Board's advice. All parts of the country are represented on the Board, which includes two residents from Ontario, two from Quebec, one from each of the other provinces and territories, as well as the National Archivist of Canada, an official of the Canadian Museum of Civilization and an official of the Department of Canadian Heritage. The Historic Sites and Monuments Board of Canada meets at least twice a year and submits recommendations to the Minister for approval.

##### **1.2.1**

The Historic Sites and Monuments Board of Canada will advise the Minister on those aspects of Canadian history that it considers worthy of a Ministerial designation of national historic significance, and will provide the Minister with reasons for the proposed designation.

### **1.2.2**

The Historic Sites and Monuments Board of Canada will advise the Minister on the form of commemoration it considers appropriate to recognize national historic significance, and may advise the Minister on any other matter relating to the commemoration of Canada's history.

### **1.2.3**

When the Historic Sites and Monuments Board of Canada recommends that the Minister acquire a site to commemorate an aspect of Canadian history, the recommendation will be based on historical considerations relating to the national historic significance of the site, or its resources. The Board may advise the Minister on which *in situ* or extant resources, if any, are considered to have national historic significance.

## **1.3**

### **The Role of Parks Canada**

Parks Canada and its predecessors have been responsible for the national historic sites program since 1914.

### **1.3.1**

Parks Canada will fulfill the Minister of Canadian Heritage's responsibility to provide a Secretary and other employees of the department necessary for conducting the business of the Historic Sites and Monuments Board of Canada.

### **1.3.2**

Parks Canada will undertake studies on all aspects of Canada's human history relative to the national program of historical commemoration, and will compile inventories of sites in order to ensure that the commemorative program reflects the rich and varied texture of Canada's past. These studies will be undertaken to assist the Historic Sites and Monuments Board of Canada and the department in identifying, evaluating, selecting and commemorating sites of national historic significance.

### **1.3.3**

Parks Canada will maintain and periodically update a long-range systems plan to identify and address gaps in the commemorative program and to provide a basis for making systematic decisions regarding forms of commemoration.

### **1.3.4**

Parks Canada will provide managerial, policy, planning, research and technical facilities and services to support the effective implementation of the national commemorative program.

### **1.3.5**

Opportunities for public involvement in the national commemorative program contribute to an overall sense of national identity and to a greater appreciation of the public benefits of national historic sites. Parks Canada will provide opportunities for public involvement in the identification, development and operation of national historic sites, and will work with individuals and volunteer groups such as cooperating associations to achieve commemorative objectives.

### **1.3.6**

Parks Canada is committed to ongoing cooperation with those who are involved in the commemoration of Canada's history. It will consult and cooperate with agencies at the federal and other government levels, with non-government organizations and with members of the public to achieve commemorative objectives.

### **1.3.7**

Parks Canada will encourage understanding, appreciation and enjoyment of Canada's history and of Canada's national historic sites by communicating the scope of the national historic sites system and by making the results of research available to the public through departmental, cooperative and private sector publications and other media.

### **1.3.8**

Parks Canada will inform the public about those aspects of Canada's human history that have been designated nationally significant by the Minister, and about the location and significance of national historic sites so that Canadians can become better acquainted with the special places associated with their history. Only in those rare cases where the integrity of a site and its resources would be threatened will information about the location be withheld.

### **1.3.9**

Parks Canada will review existing federal legislation for purposes of enhancing the statutory protection of national historic sites under federal jurisdiction.

### **1.3.10**

Parks Canada will protect and present national historic sites under its administration in accordance with the Cultural Resource Management Policy.

### **1.3.11**

Parks Canada will monitor the condition of national historic sites.

## **2.0**

### **Determining National Historic Significance**

Only those aspects of Canadian history that have been declared by the Minister to be of national historic significance will be commemorated.

## **2.1**

### **Scope**

#### **2.1.1**

Any aspect of Canada's human history not specifically excluded by policies of the Historic Sites and Monuments Board of Canada may be considered for a Ministerial designation of national historic significance. Living persons and places located outside Canadian territory are among the exclusions.

#### **2.1.2**

With the exception of Prime Ministers, who are eligible for commemoration immediately upon death, a minimum of 25 years must normally elapse following the death of an individual, in order to allow the Historic Sites and Monuments Board of Canada to make an informed, impartial recommendation based solely on historical considerations concerning the possible national significance of that person.

#### **2.1.3**

The Historic Sites and Monuments Board of Canada will not recommend that religious and ethnic groups per se be specifically commemorated except where their contributions are represented by sites, individuals, or events of national historic significance.

## **2.2**

### **Criteria**

Designations of national historic significance will be based on the following general criteria:

- i) the subject under consideration will have had a nationally significant impact on Canadian history, or will be deemed to represent a nationally important example or illustration of Canadian human history.
  - Uniqueness or rarity are not, in themselves, evidence of national historic significance, but may be used as criteria in connection with i);
  - A representative example may be deemed to warrant a designation of national historic significance because it eminently typifies an important aspect of Canadian history.
- ii) a site, structure or object may be designated by virtue of an association with a nationally significant aspect of Canadian history, provided that the association is itself sufficiently important for the site to merit a designation of national historic significance.

## **2.3 Designation**

### **2.3.1**

The Historic Sites and Monuments Board of Canada will consider proposals for commemoration that have originated with the public and other sources. Public involvement in proposing subjects that might qualify as being of national historic significance will be encouraged.

### **2.3.2**

Recommendations of national historic significance and the forms of commemoration relating thereto will be forwarded to the Minister for consideration. To ensure that the commemorative program is one of high calibre, advice to the Minister will be based on sound research.

### **2.3.3**

Parks Canada will advise the Minister on operational and other implications of approving a Historic Sites and Monuments Board of Canada recommendation of national historic significance, specifically as it relates to the form of commemoration.

### **2.3.4**

A designation of national historic significance will be made when the Minister approves a recommendation from the Historic Sites and Monuments Board of Canada to that effect.

## **3.0 Forms of Commemoration**

Aspects of Canadian history declared to be of national historic significance will be commemorated. Formal activities relating to commemoration, such as the unveiling of a plaque or monument, or the dedication of a national historic site, will usually be accompanied by a ceremony. Such ceremonies provide an excellent opportunity for Canadians to learn about their history.

## **3.1 Plaques**

Aspects of Canadian history declared to be of national historic significance will normally be commemorated by a Ministerial plaque bearing the inscription of the Historic Sites and Monuments Board of Canada. A plaque is not a national historic site, although it may be erected at or on a national historic site. The existence of a Ministerial plaque at a site not administered by Parks Canada does not imply provision for protection or maintenance of the site by Parks Canada.

### **3.1.1**

Plaques will be erected only after it has been determined that the existence and/or location of the plaque will not adversely affect the integrity of the site.

### **3.1.2**

Plaques will be erected at a place on Canadian territory that is closely associated with that which is being commemorated.

### **3.1.3**

The appropriate text for a plaque will be recommended to the Minister by the Historic Sites and Monuments Board of Canada.

### **3.1.4**

The text on all plaques will appear in both official languages and, when recommended by the Historic Sites and Monuments Board of Canada, in other languages.

### **3.2 Monuments**

The Minister may authorize the erection of a monument when, based on the advice of the Historic Sites and Monuments Board of Canada, the Minister considers that the aspect of Canadian history being recognized would most appropriately be commemorated by a monument.

### **3.2.1**

The design of monuments should convey to the public what is being commemorated.

### **3.2.2**

Proposals for the design of monuments will be invited from Canadian artists and sculptors, including those residing within the region where the monument is to be erected.

### **3.2.3**

The monument will be erected or installed at a place closely associated with that which is being commemorated.

## **3.3**

### **Agreements**

The Minister may enter into agreements with others for the marking, care and preservation of historic places, based on recommendations of the Historic Sites and Monuments Board of Canada.

### **3.3.1**

Under the National Cost-Sharing Program, the Minister may enter into an agreement to contribute toward the cost of acquiring, conserving and presenting a site or structure declared to be of national historic significance and, further, may provide professional and technical advice, subject to all of the following:

- i) the site or structure will be owned by a province, territory, municipality, or incorporated body;
- ii) an agreement to share costs will be recommended by the Historic Sites and Monuments Board of Canada;
- iii) the site or structure will be accessible to the public;
- iv) the use of the site or structure will not compromise or detract from the significance or integrity of that which is being commemorated; and
- v) the agreement between the Minister and the owner of the national historic site will be based on the principles set out in

the Cultural Resource Management Policy.

## **3.4**

### **Acquisition**

Each of Canada's national historic sites illustrates an important aspect of Canada's history. Federal ownership is not a requirement — indeed, the majority of Canada's national historic sites are owned by individual citizens, public and private organizations, and other levels of government. It is neither feasible nor desirable for the Government of Canada to own *all* national historic sites. Nevertheless, the federal government will continue to acquire national historic sites to ensure that the responsibility for this national program does not fall on others alone, so that the heritage represented by these sites is protected and accessible to Canadians in all parts of the country, and to provide leadership and active involvement in heritage conservation and interpretation.

### **3.4.1**

The Historic Sites and Monuments Board of Canada may recommend to the Minister the acquisition of a national historic site.

### **3.4.2**

Before a Ministerial decision is made, Parks Canada will inform the Minister of the operational, financial and policy implications of acquiring a national historic site to meet commemorative objectives, including development of the site where relevant.

### **3.4.3**

When, in the opinion of the Minister, the acquisition of a national historic site by the Government of Canada is warranted in order to commemorate national historic significance, the Minister will seek Treasury Board approval for the proposed acquisition.

In the case of a national historic site that is already owned by the federal government, but which is not under the Minister's authority, the

usual procedure by which the Minister will acquire administration of the site will be by agreement between Ministers.

A national historic site under the Minister's authority may be set aside in accordance with Part II of the *National Parks Act* so that regulations under that Act may apply to it. Such a setting aside is an administrative rather than a commemorative action, and is treated in the Cultural Resource Management Policy.

#### 3.4.4

National historic sites will be identified for acquisition in accordance with the following criteria:

- i) the site will be recognized as a significant commemorative addition to the network of national historic sites under the Minister's authority; and
  - sufficient knowledge of this and related sites will exist to ensure that the integrity of the network of national historic sites will be maintained; and
  - the site will include significant resources related directly to the purpose for which the site is being commemorated, and these resources will possess sufficient integrity to make commemoration meaningful; and
  - the benefits to the public in terms of knowledge and appreciation of Canadian history will be high, i.e., the site and/or its resources will have excellent potential for interpretation and, consequently, for illustrating an important aspect of Canadian history; and
  - the site and/or its resources will be deemed to merit preservation by the federal government for the enjoyment of this and future generations.
- ii) a site may be acquired when, in the opinion of the Minister, based on a

recommendation of the Historic Sites and Monuments Board of Canada, the site is of such exceptional or outstanding importance in Canadian history as to merit acquisition on grounds of significance alone.

#### 3.4.5

In setting priorities for acquiring national historic sites, consideration will be given to:

- factors in the systems plan such as historical theme representation; and
- potential for providing opportunities and encouragement for Canadians and visitors to Canada to better their knowledge of this country and its history by visiting all parts of Canada.

A site that is under threat may have a higher priority for acquisition than one which is not, providing that other criteria and factors are satisfied equally.

#### 3.4.6

A national historic site may be set apart to preserve an object or objects of historic or scientific interest of national importance pursuant to Part II of the *National Parks Act* at a location that is not itself of national historic significance. When this occurs, the site will be in a locality directly associated with the object or objects or their creator(s).

#### 3.4.7

In response to the advice of the Historic Sites and Monuments Board of Canada, the Minister may recommend to the Governor in Council that a national historic site be commemorated by the establishment of a historic museum. It is policy not to seek the establishment of a historic museum, except when it is considered indispensable to achieving commemorative objectives.

Historic museums, where approved, will be established within, or adjacent to, places that

have been declared to be of national historic significance. Structures built or used for interpretation or visitor reception are not "historic museums," unless so designated by the Governor in Council.

#### 3.4.8

National historic sites will be acquired by the Minister in accordance with the following guidelines:

- residents of the locality and the provincial or territorial government will be consulted; and
- an impact assessment will be conducted to identify the effects of acquisition (such an assessment will include a consideration of possible threats to the resources posed by acquisition).

The public will be encouraged to become involved in the acquisition and development of the national historic site.

### 3.5

#### Other Forms of Commemoration

The Historic Sites and Monuments Board of Canada may propose alternative forms of commemoration to the Minister, providing the alternative is formal, meaningful, appropriate and enduring.

### 4.0

#### Rescinding Commemoration

To maintain the integrity of the commemorative program, a designation of national historic significance or an approved form of commemoration may be revoked by the Minister, acting on the advice of the Historic Sites and Monuments Board of Canada. Such action will be undertaken rarely, and then only when:

- i) the commemoration was based on the existence of resources that have since disappeared; or
- ii) the resources have fallen into such a

- iii) state of disrepair as to nullify the reason(s) for the commemoration; or the commemorative significance of the structure or site has been severely compromised as a result of having been moved and/or altered.

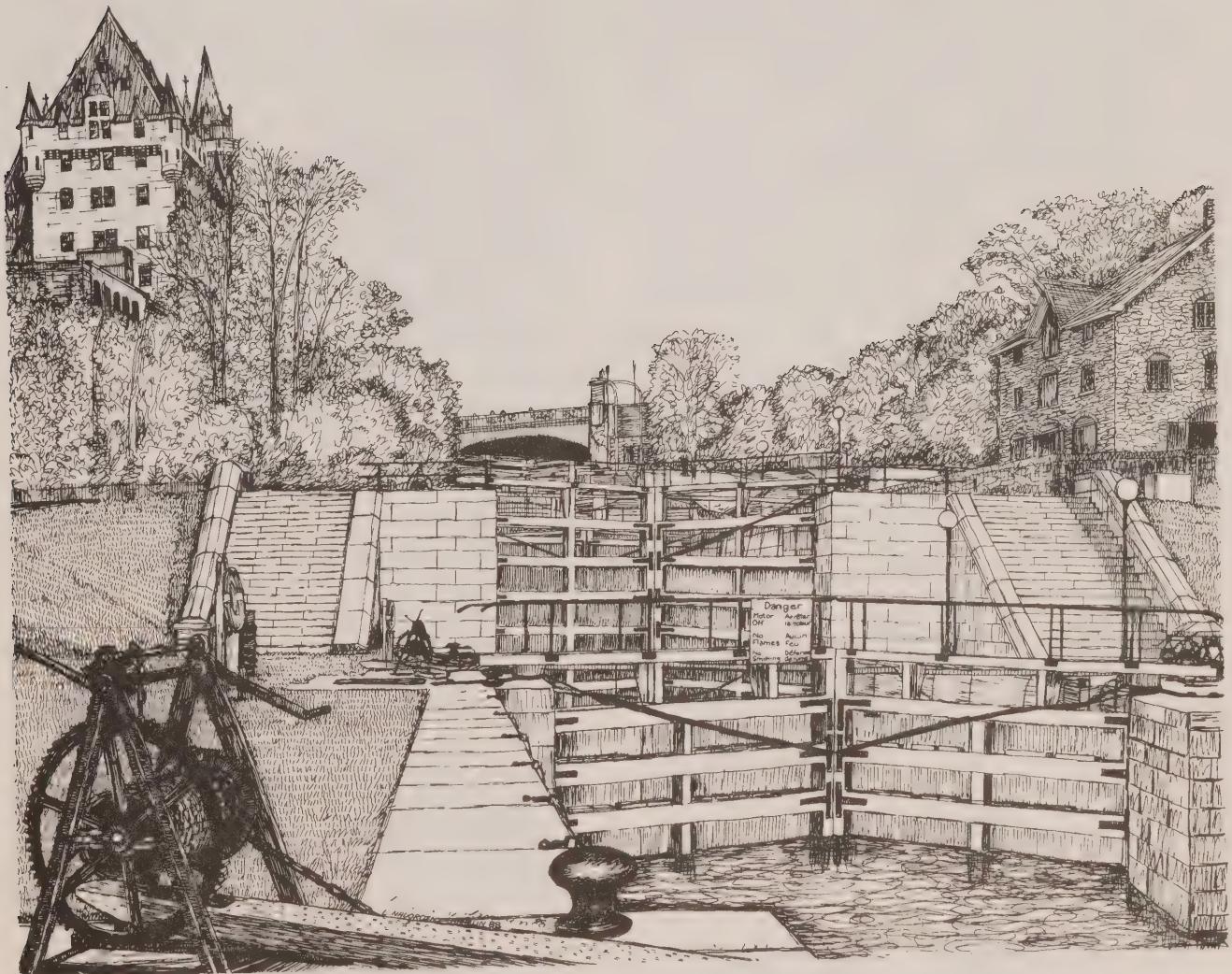
### PROTECTING AND PRESENTING NATIONAL HISTORIC SITES

The protection and presentation of national historic sites, regardless of ownership, are major objectives of Canada's national commemorative program. In the case of national historic sites administered by Parks Canada, protection and presentation are fundamental to commemoration since without protection there can be no historic site to be enjoyed, and without presentation there can be no understanding of why the site is important to our history and, hence, to all Canadians.

Protecting and presenting national historic sites administered by Parks Canada is dealt with in the Cultural Resource Management Policy, which serves as the overall management policy for Parks Canada-administered national historic sites (see Part III of this document). Cultural resource management is based on the ethic that respect for the legacy represented by resources should influence all actions and activities related to those resources, so that the people of Canada may benefit from and enjoy this legacy now and in the future.



## HISTORIC CANALS POLICY



## HISTORIC CANALS POLICY

### **BACKGROUND**

### **OBJECTIVE**

#### **1.0**

##### **Navigation**

###### **1.1**

###### **Providing for Navigation**

#### **2.0**

##### **Resource Management**

###### **2.1**

###### **Planning for Resource Management and Use**

#### **2.2**

##### **Protecting Cultural Resources**

#### **2.3**

##### **Protecting Natural Resources**

#### **2.4**

##### **Presentation**

#### **3.0**

##### **Appropriate Use**

#### **4.0**

##### **Working with Others**

## HISTORIC CANALS POLICY

### BACKGROUND

Canals have been part of transportation in Canada since the building of three small canal locks at Sainte-Marie Among the Hurons in the 1640's to the present-day operation of the St. Lawrence Seaway. Originally built for transportation, trade and in some cases defence, a number of Canada's canals no longer serve commercial purposes, but have developed into places to appreciate and enjoy our cultural and natural heritage through land- and water-based activities.

In recognition of this change from commercial transportation to heritage appreciation, the Government of Canada transferred the responsibility for a number of operating canals in the 1970's from the Minister of Transport to the Minister responsible for Parks Canada. Those canals that continue to be operated for purposes of through navigation as well as for the protection and presentation of their cultural and natural resources are covered by this policy.

Historic canals vary from single locks, such as the St. Peters Canal in Nova Scotia, to complex systems of interconnected locks, channels and natural waterways, such as the Trent-Severn Waterway in Ontario. The latter canals have an impact that goes far beyond the movement of boats from one lock to another. They form extensive cultural and natural heritage corridors that link cities and towns and whose drainage basins encompass large geographical areas. In some cases, the management of these heritage corridors is subject to federal-provincial agreements.

A number of the historic canals, such as the Chambly in Quebec, have been declared to be of national historic significance. In addition, specific resources on certain historic canals have been declared to be of national historic significance. The locks, dams and blockhouses

on the Rideau Canal in Ontario are examples of resources that have been so designated.

Providing opportunities and services for appropriate use (as defined in section 3.0 of this policy) of the historic canals is an important part of canal operations. Parks Canada will maintain a proper balance between appropriate use and heritage resource protection, so that the legacy these canals represent will be understood and appreciated. Consultation and cooperation are also important to the effective management of the historic canals. Various levels of government, as well as groups and concerned individuals, have a role in fostering public appreciation, enjoyment and understanding of the values represented by the historic canals.

### OBJECTIVE

To foster appreciation, enjoyment and understanding of Canada's historic canals by providing for navigation; by managing cultural and natural resources for purposes of protection and presentation; and by encouraging appropriate uses.

#### 1.0

##### Navigation

The canals covered by this policy are distinguished from other canal sites administered by Parks Canada because they are operated for purposes of through navigation as well as for their heritage values.

#### 1.1

##### Providing for Navigation

###### 1.1.1

Navigation forms an important part of the heritage character and heritage experience that these canals provide. However, structures, operating devices and procedures will not be modified to increase the capacity of historic canals.

### **1.1.2**

The following considerations will guide the provision of navigation: availability of adequate water levels, maintenance of public safety, preservation of heritage character, physical condition of the works, time of year, demand, and available human and financial resources.

### **1.1.3**

Where navigation is maintained, Parks Canada objectives will be to maintain adequate canal water depths, structures and navigation aids in order to provide for navigation.

### **1.1.4**

Water levels and flows required for navigation on the canals will be monitored and managed to minimize flooding and adverse resource impacts.

### **1.1.5**

Canals that become non-navigable are no longer subject to the provisions of this policy, but will continue to be managed in accordance with other Parks Canada policies.

## **2.0**

### **Resource Management**

Historic canals provide a range of opportunities for the public to enjoy activities on water and land, and to learn about aspects of Canada's cultural and natural heritage. As with all resources administered by Parks Canada, the cultural and natural resources are managed so as to protect and present the legacy that they represent.

Cultural resources form part of the historical context of the canals and, coupled with natural resources, provide a landscape whose heritage character should be protected, appreciated, enjoyed and understood. Natural landscapes and habitats along the canals complement the cultural resources and contribute to the environmental quality of the canals. Systematic management of the historic canals will provide for the protection, presentation and appropriate use of cultural and natural resources as well as for navigation.

## **2.1**

### **Planning for Resource Management and Use**

#### **2.1.1**

Management plans for each historic canal will treat the canal and its cultural and natural resources as an entity and will provide for present and future sustainable uses.

#### **2.1.2**

Public consultation is an inherent part of the planning for the management of historic canals, and opportunities will be provided for public contribution to the planning process.

#### **2.1.3**

Land acquisition will be made on the basis of approved plans or agreements and will be by mutual agreement with the owner. It is not the intention of Parks Canada to acquire additional lands, except where essential to the proper management of a canal.

#### **2.1.4**

Lands identified through a planning process as surplus to canal requirements may be disposed of, subject, where necessary, to the application of reservations such as flooding rights.

#### **2.1.5**

Parks Canada will encourage local governments and other agencies to contribute, by means of plans, zoning bylaws and public education, to the protection of the heritage character of corridors formed by the canals and adjacent lands.

## **2.2**

### **Protecting Cultural Resources**

#### **2.2.1**

Cultural resources will be protected according to the Cultural Resource Management Policy.

## **2.2.2**

Manually operated devices on locks, bridges and dams will be retained when they form part of the historical character and heritage experience of a canal.

## **2.2.3**

Because of the heritage character of these canals, there may be an element of risk associated with their use. Parks Canada will take reasonable precautions, but will not significantly alter historic fabric or intrude on the heritage character of a canal. Before any physical modification is contemplated, other non-intrusive options will be considered.

## **2.2.4**

Parks Canada has been given stewardship responsibility for the historic canals because of their heritage value. Modification of a cultural resource to meet significant operational or safety purposes will be considered only after thorough review, taking into account the maintenance of this stewardship responsibility. Any proposed modification or action (human or natural) affecting a level 1 cultural resource (as defined in the Cultural Resource Management Policy) that results in a change to the attributes upon which the level 1 designation was based will be reviewed in accordance with section 4.0 of the policy on National Historic Sites to ensure that the resource still merits being considered nationally significant.

## **2.2.5**

Parks Canada will encourage others to protect cultural resources on lands not administered by Parks Canada that are adjacent to the canals.

## **2.3**

### **Protecting Natural Resources**

#### **2.3.1**

Natural resources will be protected in accordance with Parks Canada policies.

#### **2.3.2**

Canals will be operated and maintained in ways

that seek an appropriate balance between use and environmental impacts, and comply with the Canadian Water Quality Guidelines.

#### **2.3.3**

Parks Canada will encourage others to protect ecologically related natural landscapes and habitats, including wetlands, on lands not administered by Parks Canada that are adjacent to the canals.

#### **2.3.4**

Parks Canada will manage dredge and fill activities to ensure that wetland environments, fish habitat and undisturbed shorelines are protected.

## **2.4**

### **Presentation**

#### **2.4.1**

Presentation programs will be developed to provide the public with an appreciation of the significant values of individual historic canals, in order to foster enjoyment of their cultural and natural resources and to encourage an understanding of how these canals have contributed to the development of Canada.

#### **2.4.2**

All presentation, including visitor activities, relating to cultural and natural resources will be conducted in accordance with Parks Canada policies.

#### **2.4.3**

The development and management of appropriate facilities, services and programs for visitor activities on the historic canals will be planned in a market-sensitive manner.

#### **2.4.4**

Presentation programs, including visitor activities, will not impair resources and will stress the principle that cultural and natural resource conservation contributes to the public benefit and is a responsibility of the public as well as of Parks Canada.

## **3.0 Appropriate Use**

Appropriate uses and activities are defined as those which contribute to the public's appreciation and enjoyment of the historic canals, which respect the heritage character of canal resources, and which are compatible with public safety.

### **3.1**

Compatible and appropriate uses of historic canals will be encouraged so that the land and water resources can be enjoyed in all seasons.

### **3.2**

The use and operation of historic canals will be managed in accordance with the Historic Canals Regulations.

### **3.3**

The intensity, type and location of use of historic canals may be limited by notice or regulation to ensure visitor safety, enjoyment and resource protection.

### **3.4**

Regulations necessary for public safety, navigation, and use of cultural and natural resources will be enforced by the appropriate authority.

### **3.5**

Water that is surplus to navigation requirements may be used to meet the needs of recreation, wildlife conservation, power generation, municipalities or other appropriate uses in accordance with the Federal Water Policy.

### **3.6**

Hydro-electric development proposals on lands administered by Parks Canada may be considered when they are consistent with the protection of cultural and natural resources. Such proposals will be subject to the federal environmental assessment and review process, the Dominion Water Power Regulations, as well as to public consultation.

### **3.7**

Leases, licences and permits for use of canal lands or water will specify any limitations to protect cultural resources, environmental quality, public safety, and the enjoyment of other canal users and residents, and will be subject to review under the federal environmental assessment and review process. Commercial operations will be controlled and monitored. Special privileges that would result in unfair competition will not be granted.

### **3.8**

New applications for major works or for any significant change in the type or capacity of service offered by a commercial establishment on lands administered by Parks Canada will be subject to the federal environmental assessment and review process, including public consultation.

## **4.0**

### **Working with Others**

In recognition of the actual and potential impact of the operation of the historic canals on others, Parks Canada will cooperate with provincial departments, individuals, agencies and groups to achieve its objectives. The involvement of others (including volunteer groups such as cooperating associations) in the provision of certain appropriate services and facilities to the public contributes to the achievement of objectives relating to public needs.

### **4.1**

Parks Canada will consult with tourism and recreational groups, as well as with other levels of government, in identifying opportunities for the private sector to supply appropriate services and facilities on the historic canals.

### **4.2**

Historic canals contribute to regional tourism by being managed in a manner that recognizes historical and environmental requirements. Where appropriate, Parks Canada will participate in, and provide leadership to, selected

community and inter-agency tourism initiatives.

#### 4.3

Parks Canada recognizes that the management of historic canals has a social and economic impact on adjacent lands and other jurisdictions, and will work with local, provincial and other federal agencies to assist in the planning, protection and presentation of cultural and natural resources in the regions adjacent to the historic canals.

#### 4.4

Parks Canada will cooperate with the appropriate provincial authorities in their management of renewable natural resources that are harvested on lands and waters administered by Parks Canada.



## FEDERAL HERITAGE BUILDINGS POLICY



# FEDERAL HERITAGE BUILDINGS POLICY

## BACKGROUND

2.1  
Classified Buildings

## OBJECTIVE

2.2  
Recognized Buildings

### 1.0 Designation of Federal Heritage Buildings

1.1  
Identification

2.3  
Conflict Resolution Concerning Reviews of  
Interventions

1.2  
Evaluation

2.4  
Notification of Other Governments

1.3  
Registration

3.0  
Consultation and Monitoring

### 2.0 Review of Proposed Interventions to Federal Heritage Buildings

4.0  
Public Input

## FEDERAL HERITAGE BUILDINGS POLICY

### BACKGROUND

Our architectural heritage is a part of what makes us proud to be Canadians. It enriches the landscape around us, and situates us in time and space. It tells us about our past and our present, strengthening our sense of identity and reflecting that identity in all its diversity.

This architectural heritage is both important and irreplaceable. As such it must be identified and protected if it is to benefit the lives of future generations in the way that it has benefited our lives and the lives of generations past. In recent years there has been a steadily growing interest in protecting this architectural heritage on the part of citizens as well as governments. The Government of Canada has committed itself to taking the steps necessary to identify and to protect its own heritage buildings.

In the 1970's Parks Canada was charged with developing a policy proposal to identify those federal buildings that represent an important part of our national heritage, and to provide for the conservation and sustainable uses of these buildings. Cabinet approved this policy in 1982, and Treasury Board subsequently issued an administrative policy providing direction for its implementation. A number of buildings have already been designated as "federal heritage buildings," among them, Old Government House in Fredericton, the Grande Allée Drill Hall in the city of Québec, the former Kingston Post Office, and Royal Roads Military College in Victoria.

The Minister of Canadian Heritage is responsible for the Federal Heritage Buildings Review Office (FHBRO), which assists departments in the implementation of this policy. The FHBRO maintains an interdepartmental committee called the Federal Heritage Buildings Committee to advise on the heritage designation of federal buildings and on proposed interventions. The committee normally consists of members from

the Department of Canadian Heritage, Public Works Canada, the custodial department of the building in question and, for buildings in the National Capital Region, the National Capital Commission.

The Federal Heritage Buildings Policy provides for the designation of federal heritage buildings and for the determination of their heritage character. This character includes the distinct characteristics that give buildings their importance, their quality, style or uniqueness. The policy also provides for a case-by-case review of any proposed intervention that might affect the heritage character of designated buildings, as well as for the resolution of any conflict that might arise between custodial departments and the Federal Heritage Buildings Review Office. The policy applies to all federal departments and to certain agencies that are responsible for real property, as well as to those branches designated as departments for the purposes of the *Financial Administration Act*. Crown corporations may voluntarily submit themselves to the policy, and are encouraged to do so.

The federal government's purpose in devising this policy is to identify and protect federal heritage buildings in ways that respect their heritage value and are attentive to local, regional, provincial and territorial priorities for heritage protection; to endeavour to provide continuing protection to federal heritage buildings that leave federal ownership; to encourage others to conserve buildings that are of heritage interest to them; and to promote the application of cultural resource management principles and practice in the treatment of federal heritage buildings.

### OBJECTIVE

To protect the heritage character of designated federal buildings in the interest of present and future generations by promoting the long-term

use of these buildings in ways that preserve their heritage character.

## **1.0** **Designation of Federal Heritage Buildings**

All federal buildings 40 years old or older for which alteration, demolition, or disposal are planned must be identified and referred to the Federal Heritage Buildings Review Office for evaluation, in order to determine if the buildings have heritage value. Also to be evaluated are buildings 40 years old or older whose acquisition is being contemplated.

### **1.1** **Identification**

Ministers of departments to which this policy applies, including the Minister of Canadian Heritage, will identify for evaluation by the Federal Heritage Buildings Review Office all federal buildings in their custody which are 40 years old or older and for which an intervention is planned. Departments, other governments and members of the public may request at any time that a federal building 40 years old or older be evaluated. Departments may also request evaluation of, and advice on, buildings less than 40 years old.

### **1.2** **Evaluation**

**1.2.1**  
The Federal Heritage Buildings Review Office will evaluate the identified buildings to determine if they merit heritage designation. Parks Canada will prepare research that addresses historical, architectural and environmental criteria, as well as any other relevant information, as a basis for this evaluation.

### **1.2.2**

A building evaluated as a heritage building will be recommended for designation as a "classified" or as a "recognized" federal heritage building. A classified building is the higher of these two designations.

## **1.3** **Registration**

### **1.3.1**

The Federal Heritage Buildings Review Office will convey the recommended designation (classified or recognized) to the custodial department. The recommendation will be accompanied by a statement of heritage character.

### **1.3.2**

When the custodial department concurs with the recommendation, the Minister of Canadian Heritage approves the designation. When the custodial department does not concur, it may request an evaluation by an individual or individuals jointly agreed upon by the custodial department and the FHBRO. In the case of a building located in the National Capital Region, the designation also requires a recommendation of the Chairman of the National Capital Commission.

### **1.3.3**

A federal building which has been designated under this policy will be entered in the Register of Federal Heritage Buildings, along with a statement of its heritage character. A visible marker of its status as a federal heritage building may also be provided.

### **1.3.4**

Provincial and territorial governments will be provided with lists of evaluated federal buildings in their provinces or territories on an ongoing basis, as well as with copies of the reports upon which evaluations are based, and the heritage character statements for designated buildings.

## **2.0 Review of Proposed Interventions to Federal Heritage Buildings**

An intervention is defined as an action that may have an impact on the heritage character of a classified or recognized heritage building. Intervention includes alteration, demolition and disposal. Interventions will be reviewed only after a building has been evaluated. The review will be based on the statement of heritage character and will be conducted in accordance with established criteria and a body of standards. The review will vary depending on whether the designation is "classified" or "recognized."

### **2.1 Classified Buildings**

#### **2.1.1**

The custodial department will submit any concept proposal that involves an intervention to a classified building to the Federal Heritage Buildings Review Office.

#### **2.1.2**

The Federal Heritage Buildings Review Office will review the proposal on the basis of established criteria and standards in order to determine the potential effects on the heritage character of the building. If effects on the heritage character are likely to occur, detailed design proposals will be examined. When the review is complete, the FHBRO will make its recommendations to the custodial department.

### **2.2 Recognized Buildings**

#### **2.2.1**

The custodial department will submit any proposals for demolition or disposal to the Federal Heritage Buildings Review Office, which will in turn ensure that alternatives have been adequately explored. If demolition is proposed, the FHBRO will look into the possibility of

recording the building and, in the case of disposal, the FHBRO will seek means of providing continuing protection.

#### **2.2.2**

For all other interventions, the responsibility for reviewing proposals, plans and specifications will rest with the custodial department of the building in question, which will use the same review standards and criteria as the Federal Heritage Buildings Review Office.

#### **2.3**

### **Conflict Resolution Concerning Reviews of Interventions**

When there is an impasse concerning proposed interventions, the Ministers concerned will resolve the matter.

#### **2.4**

### **Notification of Other Governments**

In addition to what has been described above, provincial and territorial government heritage agencies will be notified of proposals for disposal or demolition of federal heritage buildings in their jurisdictions. It is federal government policy to offer surplus buildings to the appropriate province or territory before they are sold by public tender.

#### **2.4.1**

When a designated building is sold to a non-government party, provinces and territories will be encouraged to apply their historic resource protection legislation to the building.

#### **3.0**

### **Consultation and Monitoring**

The Federal Heritage Buildings Review Office will encourage consultation between custodial departments and experts in building conservation.

**3.1**

Custodial departments of designated buildings will be provided with the FHBRO Code of Practice and with training to assist them in their stewardship of these buildings.

**3.2**

As is the case with other federal policies, custodial departments will be expected to monitor their own actions to ensure compliance.

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**4.0**

**Public Input**

In response to proposals from other government agencies, heritage groups and individuals, the practicality of extending the policy to federal works other than buildings, as well as to federal agencies and Crown corporations not currently covered by the policy, will be explored.

## **HERITAGE RAILWAY STATIONS POLICY**



## **HERITAGE RAILWAY STATIONS POLICY**

### **BACKGROUND**

1.3  
Registration

### **OBJECTIVE**

1.0  
**Designation of Heritage Railway Stations**

2.0  
**Review and Authorization of Proposed Interventions**

1.1  
Identification

3.0  
Monitoring

1.2  
Evaluation

## HERITAGE RAILWAY STATIONS POLICY

### BACKGROUND

For more than a century, railway stations have been an integral part of the Canadian landscape. Not only do they stand as testimony to Canada's development, but to many Canadian communities they are an important source of pride. That a great many Canadians feel an attachment to these railway stations is shown by their enthusiastic efforts to preserve them.

Until the late 1980's, public efforts to preserve railway stations were hindered by the absence of legislation. As most railway stations are owned or controlled by federally regulated railway companies, they are not subject to the various provincial laws that protect heritage. In 1988 Parliament passed a private member's bill to protect these railway stations. The *Heritage Railway Stations Protection Act* was given Royal Assent in September 1988.

The *Heritage Railway Stations Protection Act* requires federally regulated railway companies to obtain authorization from the Governor in Council before removing, destroying, altering or disposing of a heritage railway station, and before altering any of the heritage features of the station. It also allows for timely public involvement in opposing those interventions that are seen as potentially deleterious to a heritage railway station or its heritage features. The Act provides for heavy fines for infractions.

The Heritage Railway Stations Policy is based on the *Heritage Railway Stations Protection Act*. Responsibility for the implementation of the Act and this policy has been given to the Minister of Canadian Heritage, who is supported by the Historic Sites and Monuments Board of Canada.

The Heritage Railway Stations Policy promotes consultation, dialogue and public participation in the pursuit of the shared goal of identifying and conserving the built heritage. The policy

establishes processes for identifying and evaluating heritage railway stations; for specifying, where applicable, the features that give them heritage value; and for reviewing on a case-by-case basis any intervention that might affect them or their heritage features. The federal government encourages railway companies that own or control these stations to apply cultural resource management methods in their treatment of them, and to set an example in conserving aspects of Canada's built heritage.

### OBJECTIVE

To protect heritage railway stations for the benefit of present and future generations, by ensuring that these railway stations and the features that represent their heritage character are preserved.

#### 1.0

##### Designation of Heritage Railway Stations

Under this policy, any railway stations that are owned or controlled by railway companies subject to the *Railway Act* will be considered eligible for designation; this includes the Canadian National Railway Company with respect to both its own railways and Government of Canada railways which it manages and uses.

#### 1.1

##### Identification

###### 1.1.1

The railway companies, other levels of government and the general public will be encouraged to propose eligible railway stations to the Minister of Canadian Heritage for designation.

###### 1.1.2

Parks Canada will notify the railway company and the provincial or territorial government in which the station is located of the proposed

designation, and will carry out the research necessary for the identification and evaluation of eligible railway stations.

## 1.2 Evaluation

### 1.2.1

The Historic Sites and Monuments Board of Canada will evaluate eligible stations in accordance with historical, architectural and environmental criteria that have been established for this purpose, using research prepared by Parks Canada and other relevant information.

### 1.2.2

The Board will advise the Minister whether a station should be designated a heritage railway station. If the recommendation is positive, the Board may also recommend designation for certain features of the station.

## 1.3 Registration

### 1.3.1

Once the Minister has approved a positive recommendation from the Board, a station is designated as a heritage railway station and, when applicable, certain of its features are designated as heritage features. Affected railway companies and provincial or territorial governments will be notified.

### 1.3.2

A designated station will be entered in the Register of Heritage Railway Stations, maintained by Parks Canada, along with a statement of its heritage character. Designated railway stations will be recognized by appropriate markers or otherwise.

## 2.0 Review and Authorization of Proposed Interventions

A heritage railway station cannot be destroyed,

removed, disposed of or altered, nor can its heritage features be altered, without the authorization of the Governor in Council. Alterations to meet an emergency, or the disposal of a station to a railway company to which the Act also applies, do not require authorization.

### 2.1

A railway company that proposes an intervention to a heritage railway station must give written public notice of such intention.

### 2.2

Parks Canada will review proposed interventions in accordance with established criteria in order to determine their impact, if any, on the heritage railway station or on any of its heritage features. Parks Canada may give advice to railway companies in this regard.

### 2.3

An individual, group or government may signify its objection to proposed interventions by filing a notice with the Minister, setting out the reasons for objection and the pertinent facts on which the objection is based.

### 2.4

When a notice of objection has been filed with the Minister, the Minister may refer the matter to the Historic Sites and Monuments Board of Canada.

### 2.5

In reviewing objections, the Board may convene a public meeting to give all interested persons a reasonable opportunity to make representations to it.

### 2.6

Upon receipt of the results of the Historic Sites and Monuments Board of Canada review, the Minister will recommend to the Governor in Council approval or rejection of the proposed intervention, or approval of a modified intervention, and will inform the railway company, the relevant provincial or territorial

government and interested members of the public.

#### 2.7

If the recommendation is approved, the Governor in Council may authorize the railway company to carry out the proposed or modified intervention, under such terms and conditions as the Governor in Council deems appropriate.

#### 2.8

Parks Canada will provide technical advice to meet an emergency situation when requested to do so by a railway company.

#### 2.9

When a designated railway station is sold to a party not subject to the *Railway Act*, the province or territory within which the station is situated will be asked to apply its historic resource protection legislation to the station.

### 3.0

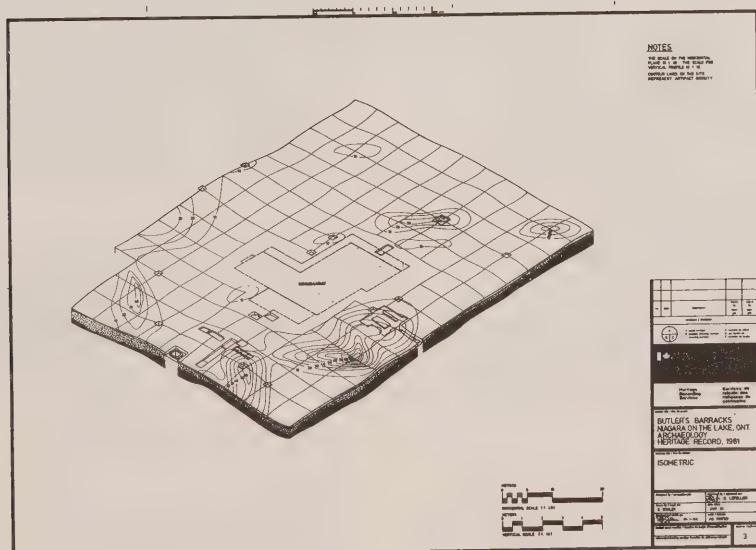
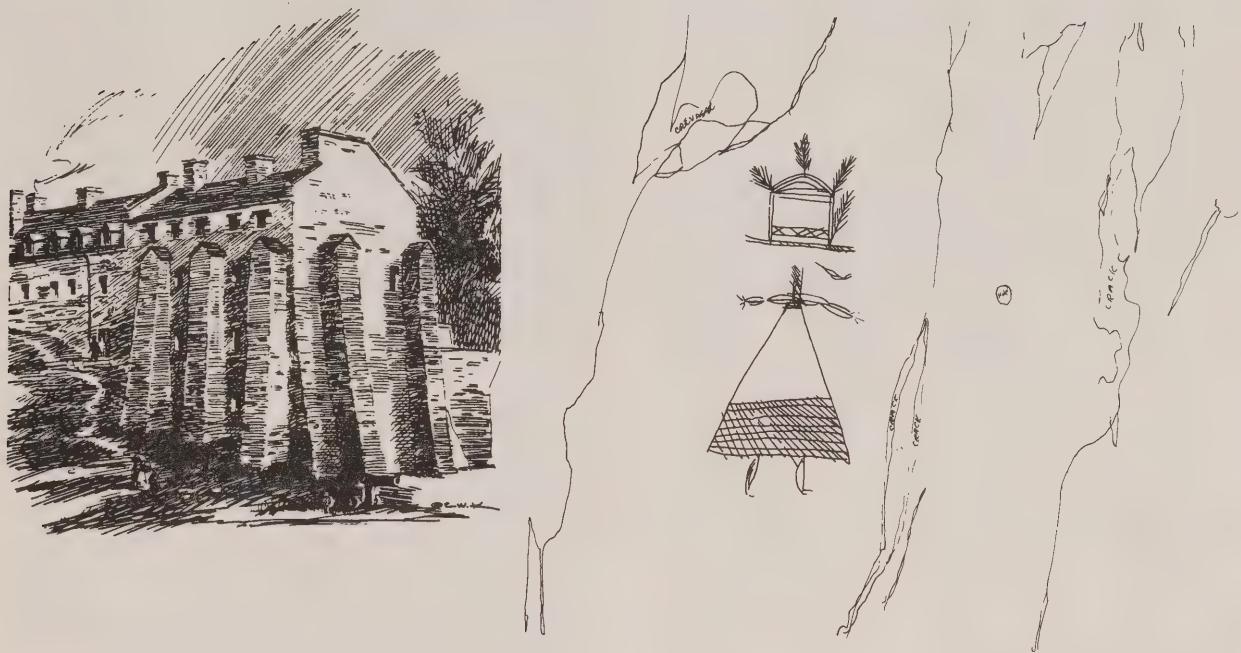
#### Monitoring

Parks Canada will monitor compliance with regulations under the *Heritage Railway Stations Protection Act*, and see that work is carried out in conformity with authorized terms and conditions. The Canadian public will play a monitoring role by demonstrating its interest in the conservation of this aspect of our cultural heritage.



## PART III

### CULTURAL RESOURCE MANAGEMENT POLICY



# CULTURAL RESOURCE MANAGEMENT POLICY

## BACKGROUND

## OBJECTIVE

### 1.0

#### Principles of Cultural Resource Management

##### 1.1

###### Principles of Value

##### 1.2

###### Principles of Public Benefit

##### 1.3

###### Principles of Understanding

##### 1.4

###### Principles of Respect

##### 1.5

###### Principles of Integrity

### 2.0

#### The Practice of Cultural Resource Management

##### 2.1

###### Inventory of Resources

##### 2.2

###### Evaluation of Resources to Determine Cultural Resources and Their Historic Value

##### 2.3

###### Consideration of Historic Value in Actions Affecting Cultural Resources

##### 2.4

###### Monitoring and Review of Ongoing Activities

### 3.0

#### Activities of Cultural Resource Management

##### 3.1

###### Corporate Direction

##### 3.2

###### Planning

##### 3.3

###### Research

##### 3.4

###### Conservation

###### 3.4.1

###### General

###### 3.4.2

###### Maintenance

###### 3.4.3

###### Preservation

###### 3.4.4

###### Modification

##### 3.5

###### Presentation

###### 3.5.1

###### General

###### 3.5.2

###### Interpretation

###### 3.5.3

###### Special Programs and Events

###### 3.5.4

###### Services and Facilities

## CULTURAL RESOURCE MANAGEMENT POLICY

### BACKGROUND

Parks Canada is one of the principal cultural resource management organizations in Canada. It is responsible for a vast array of cultural resources in public settings at national parks (including national marine conservation areas), national historic sites and historic canals, as well as in collections and at other properties that it administers.

Cultural resource management is an integrated and holistic approach to the management of cultural resources. It applies to all activities that affect cultural resources administered by Parks Canada, whether those activities pertain primarily to the care of cultural resources or to the promotion of public understanding, enjoyment and appropriate use of them.

For purposes of this policy a cultural resource is a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value. Cultural resources are distinguished from other resources by virtue of their assigned historic value. This value derives from an association with an aspect or aspects of human history. Parks Canada may apply the term cultural resource to a wide range of resources in its custody, including, but not limited to, cultural landscapes and landscape features, archaeological sites, structures, engineering works, artifacts and associated records.

Frequently, cultural resources occur in complexes or assemblages. Such assemblages might include movable and immovable resources, resources that are above ground and below, on land and in water, and whose features are both natural and fabricated.

The term cultural resource embraces the whole as well as the parts that make up the whole. Because the whole is almost always greater than

the sum of its parts, effective cultural resource management does not focus on the components — the discrete resources — at the expense of the overall place. Cultural resource management thus operates on two levels. *It applies to the overall management of a national historic site or a historic canal (which can be considered as cultural resources), as well as to the individual cultural resources that are contained in a national historic site, national park, or historic canal.*

The challenges of managing cultural resources for public benefit are considerable. By their very nature, the most significant cultural resources are those whose protection and public presentation are most desirable, although in the case of certain sacred sites located on lands administered by Parks Canada, broad public presentation may not be appropriate. In carrying out its commitment to responsible stewardship, Parks Canada must determine how best to promote visitation and public understanding of cultural resources, without diminishing the qualities and attributes that give those resources their value. It must respond to the desire for access while safeguarding the irreplaceable resources being visited, and the values that those resources represent. It must encourage appropriate contact with cultural resources while not consuming those resources. It must integrate the management of the cultural and the natural realms. Finally, it must determine the most effective means of protection and presentation within available financial and human resources. These challenges require a policy framework which is holistic, which deals with cultural resources as symbolic as well as physical entities, and which is motivated by a sense of responsibility to pass on the legacy entrusted to us.

Cultural resource management depends on a strong corporate or organizational ethic embodied in a set of principles. In its practice, cultural

resource management integrates professional, technical and administrative activities to ensure that cultural resources are identified and evaluated, and that their historic value is duly considered in all actions that might affect them. In the case of cultural heritage sites, cultural resource management provides the means for ensuring their commemorative integrity.

Canadian efforts to protect and present cultural resources for public benefit are part of a worldwide endeavour to protect, understand and appreciate our human heritage. In its stewardship of treasures of national historic significance as well as of other valued cultural resources, Parks Canada acts within a national and international community of agencies that share the responsibility of managing our human heritage for public benefit. In so doing, Parks Canada both contributes to and benefits from the development of a national and international body of principles and practices of cultural resource management.

To promote awareness of cultural resource management, Parks Canada encourages all stewards of cultural resources to apply cultural resource management principles and practice. In addition to managing the cultural resources entrusted to it in accordance with the policy, Parks Canada will make this policy available to other trustees of cultural heritage, including the owners of national historic sites.

## **OBJECTIVE**

To manage cultural resources administered by Parks Canada in accordance with the principles of value, public benefit, understanding, respect and integrity.

### **1.0 Principles of Cultural Resource Management**

In managing cultural resources Parks Canada will adhere to principles of value, public benefit, understanding, respect, and integrity, and will proceed on a case-by-case basis. These principles

are not mutually exclusive; they share common elements and work most effectively when considered as a whole rather than individually. Applying the principles is the key to sound cultural resource management, because the principles provide the means for determining the appropriateness of actions affecting cultural resources. Given the complexity of cultural resources, it is apparent that they cannot be managed on the basis of a general list of approved or prohibited activities. Consequently, all activities that might affect cultural resources, including activities relating to conservation and presentation, will be evaluated, and when approved, implemented in accordance with these principles.

An activity that compromises the commemorative integrity of a national historic site will not be permitted.

The principles provide requisite guidance for treating both the material and non-material aspects of heritage conservation and presentation.

The principles of this policy apply to all agreements that Parks Canada makes with others respecting the management of cultural resources.

The guidance provided by these principles is made more explicit in directives, manuals, standards and guidelines developed by Parks Canada.

#### **1.1 Principles of Value**

##### **1.1.1**

For purposes of this policy, resources that have historic value are called cultural resources. It is for this value that cultural resources will be safeguarded and presented for public benefit.

##### **1.1.2**

While all cultural resources are valued, some cultural resources are deemed to be of the highest possible value and will be protected and presented accordingly.

- Parks Canada will value most highly those cultural resources of national historic significance.

#### 1.1.3

Cultural resources rarely occur in isolation. They often derive their value from being part of a place or a site.

- Parks Canada will value cultural resources in their context and will consider resources as a whole as well as discrete parts.

#### 1.1.4

Cultural resources will be valued not only for their physical or material properties, but also for the associative and symbolic attributes with which they are imbued, and which frequently form the basis of their historic value.

#### 1.1.5

A cultural resource whose historic value derives from its witness to many periods in history will be respected for that evolution, not just for its existence at a single moment in time.

- Parks Canada will reveal an underlying or previous physical state of an object, structure or site at the expense of later forms and material only with great caution; when historic value is clearly related to an earlier form, and when knowledge and existing material of that earlier form allow.

#### 1.1.6

A cultural resource that derives its historic value from the interaction of nature and human activities will be valued for both its cultural and natural qualities.

#### 1.1.7

Natural ecosystem features and paleontological resources frequently form an integral part of the history and landscape of national historic sites and historic canals. These features and resources in national historic sites and historic canals will be valued in a manner that reflects the role of

Parks Canada as an important environmental steward.

- Parks Canada will conduct a natural ecosystem feature inventory on lands and waters within national historic sites and historic canals to determine the state of such features and to identify natural features of special significance that should be protected.
- Wildlife habitat of species that have been designated as rare, threatened or endangered by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC), or by the province or territory in which the area is located, will be protected.
- Natural ecosystem features, which by virtue of their strategic location and physical or biological characteristics are of value to government agencies involved in environmental monitoring and programs to maintain biodiversity and genetic resources in Canada, will be protected.
- Natural ecosystem features of special significance will be managed in accordance with the principles and relevant policies regarding the protection and management of natural ecosystems set out in section 3.0 of the National Parks Policy, and by the applicable directives and procedures used to guide the management of natural ecosystem features in the national parks.
- National historic sites and canals with extensive areas may be zoned in order to indicate the types of activities that are appropriate in different parts of the site or canal.

## 1.2

### Principles of Public Benefit

#### 1.2.1

Cultural resources are dedicated and held in trust so that present and future generations may enjoy and benefit from them.

- Public benefit of cultural resources will be most appropriately achieved by the protection

and presentation of that which is of national historic significance.

- The continuing public benefit of a resource will be assured through ongoing maintenance and care.

#### 1.2.2

To understand and appreciate cultural resources and the sometimes complex themes they illustrate, the public will be provided with information and services that effectively communicate the importance and value of those resources and their themes.

- Parks Canada will select the means for presenting the history and cultural heritage of its national parks, national historic sites and historic canals in ways that recognize the nature and interests of the public it serves.

#### 1.2.3

Parks Canada will encourage public involvement in the protection and presentation of cultural resources at national parks, national historic sites and historic canals.

- Appropriate uses of cultural resources will be those uses and activities that respect the historic value and physical integrity of the resource, and that promote public understanding and appreciation.
- Information about cultural resources will be made available. In cases where revealing the location of a cultural resource could constitute a threat to the resource (certain fragile archaeological remains, for example), information about location may be withheld.
- In the interest of long-term public benefit, new uses that threaten cultural resources of national historic significance will not be considered, and existing uses which threaten them will be discontinued or modified to remove the threat.

### 1.3

#### Principles of Understanding

##### 1.3.1

The care and presentation of cultural resources require knowledge and understanding of those resources, of the history they represent, and of the most effective means to communicate that history to the public for whom the resources are held in trust.

- Cultural resource management activities will be based on knowledge, and professional and technical skills and expertise.
- Parks Canada will integrate the contributions of relevant disciplines in planning and implementing cultural resource management, and will place a particular importance on interdisciplinary teamwork.
- Adequate research, recording and investigation will precede any action that might affect cultural resources and their presentation.

##### 1.3.2

The importance of genuine public understanding, appreciation and enjoyment of cultural resources will be recognized. The understanding of cultural resources requires knowledge that goes beyond a simple knowledge of the physical properties of the resources.

- Genuine public understanding may require the recording and use of traditional and other knowledge that previously did not exist in written form.
- Parks Canada will proceed on the basis that the meaning of cultural resources may exist in a continuum ranging from national significance to local or special significance for particular people, and that the two orders of significance can be communicated.
- Parks Canada will identify the nature and various interests of the public to develop effective means of communication.

### **1.3.3**

Information about cultural resources will be recorded and those records will be maintained for the future.

- Parks Canada will maintain up-to-date inventories and records on its cultural resources. Dossiers will contain basic data and related documentation, including the results of research and evaluation, records of decision and actions taken. Heritage recording will be carried out on cultural resources of national historic significance.
- When faced with loss due to human or natural forces and when long-term stabilization or salvage is not possible, cultural resources will be recorded and documented to preserve a public record.

### **1.3.4**

Parks Canada will avoid actions that reduce the potential for long-term conservation and for future understanding and appreciation of a cultural resource and the legacy that it represents.

## **1.4**

### **Principles of Respect**

#### **1.4.1**

Those who hold our heritage in trust are responsible for passing on that heritage in ways that maintain its potential for future understanding, appreciation and study. As an irreplaceable part of this heritage, cultural resources will be managed with continuous care and with respect for their historic character; that is, for the qualities for which they are valued.

- Parks Canada will respect the distinguishing features that constitute the historic character of a cultural resource.
- Uses of cultural resources will be respectful of, and compatible with, their historic character. This applies equally to the use of landscapes and structures, the display or use of artifacts and to public activities affecting cultural resources.

- Appropriate visitor activities and public uses of cultural resources at national parks, national historic sites and historic canals will respect the resources and be consistent with the purpose, themes and objectives of the park, historic site or canal.

### **1.4.2**

Trustees are obliged to act in ways that best ensure the continued survival of the resource, with minimum deterioration.

- Parks Canada will respect cultural resources by using the least destructive and most reversible means to accomplish objectives. Variance from the path of least intrusive action must be justified.
- Respectful, preventive and continuing maintenance will form an indispensable part of cultural resource management.

## **1.5**

### **Principles of Integrity**

#### **1.5.1**

Parks Canada will present the past in a manner that accurately reflects the range and complexity of the human history commemorated at or represented in a national historic site, historic canal or national park.

- Evidence that is specific to a resource or site will always be preferred to general evidence of a type or period.
- There are times when one may have to rely on evidence that is indirect, but which is consistent with what is highly probable in the light of known facts and patterns. Conservation and interpretation based on such evidence will be permitted only when the activities founded thereon are based on extensive knowledge, when they are carefully documented and recorded, and when, with respect to the physical features that constitute the historic character of a cultural resource, they are reversible.

- The use of indirect or comparative evidence will be acknowledged.
- History will be presented with integrity. This will include the presentation of differing contemporary views, perspectives informed by traditional knowledge, and later interpretations. Parks Canada will not play the role of arbiter of Canada's human history.
- Depictions of the past without basis in knowledge will not be considered.

#### 1.5.2

Cultural resources should be distinguishable from, and not overwhelmed by, efforts to conserve, enhance and present them.

- New work of all kinds will be distinguishable from the work of the past.
- New work will be sensitive to the historic character of the resource or resources of which it forms a part and will not overwhelm those resources.
- Reconstructions and reproductions of past forms should not be confused with what is genuinely the work of the past. Reproductions and reconstructions will be suitably marked so as to distinguish them from the original and, in the case of national historic sites, will not be used when they impair the commemorative integrity of those sites.

## 2.0

### The Practice of Cultural Resource Management

Parks Canada will apply the principles of this policy within a practical framework of cultural resource management. The practice of cultural resource management is not itself a formal process distinct from the activities and processes already in place; rather, it integrates those activities and processes within an overall policy structure.

The practice of cultural resource management requires that four elements be in place in all decision-making that affects cultural resources:

- the inventory of resources;
- the evaluation of resources to determine which are to be considered as cultural resources and what it is that constitutes their historic value;
- the consideration of historic value in actions affecting conservation and presentation; and
- monitoring and review to ensure that conservation and presentation objectives continue to be met effectively.

The practice of cultural resource management provides a framework for decision-making rather than a set of predetermined answers. Its aim is to ensure that the historic character for which resources are valued is identified, recognized, considered and communicated.

The practice of cultural resource management in Parks Canada recognizes those international conventions and federal policies that encourage the consideration of heritage value in management; for example, the World Heritage Convention, the Environmental Assessment and Review Process, the Federal Heritage Buildings Policy and the Federal Policy on Land Use.

## 2.1

### Inventory of Resources

All resources administered by Parks Canada will be given initial consideration as cultural resources within the meaning of this policy.

#### 2.1.1

Parks Canada will develop and maintain inventories of all the resources it administers for the purpose of determining which resources should be identified as cultural resources.

#### 2.1.2

All buildings administered by Parks Canada that are 40 years old or older will be identified for the purposes of applying the Federal Heritage Buildings Policy.

## **2.2**

### **Evaluation of Resources to Determine Cultural Resources and Their Historic Value**

Evaluation enables Parks Canada to determine which resources are cultural resources and what constitutes their value; that is to say, what particular qualities and features make up the historic character of a cultural resource. An understanding of the historic character of a resource focuses the program's efforts at protection, presentation and appropriate use.

Ministerial plaques and monuments will be managed in accordance with this policy. Resources will be evaluated for their historical associations, their aesthetic and functional qualities and their relationships to social and physical environments, for purposes of determining which of the following three levels should be ascribed to a resource:

#### **2.2.1**

##### **Level I:**

National historic significance is the highest level assigned to a cultural resource in the custody of Parks Canada. National historic significance will be determined in accordance with the National Historic Sites Policy. It should be noted that there are national historic sites within the boundaries of national parks and that a number of the historic canals are also national historic sites.

###### **2.2.1.1**

Evaluation to determine national historic significance is undertaken by the Historic Sites and Monuments Board of Canada. Its recommendation to the Minister, and any subsequent Ministerial designation, may specify which resources within a designated national historic site are themselves of national historic significance.

###### **2.2.1.2**

Where a Ministerial designation is not specific with respect to the national historic significance

of resources at a national historic site, the program will apply the commemorative intent of the designation to determine which resources are to be specifically considered of national historic significance.

#### **2.2.2**

##### **Level II:**

A resource that is not of national historic significance may have historic value and thus be considered a cultural resource.

###### **2.2.2.1**

Parks Canada will establish and apply criteria to determine which resources under its jurisdiction are Level II. A resource may be included in this category by virtue of its historical, aesthetic or environmental qualities. Criteria will also give consideration to such factors as regional or local association; or provincial, territorial or municipal designations.

###### **2.2.2.2**

Buildings that are designated "classified" or "recognized" in accordance with the Federal Heritage Buildings Policy will automatically be considered as Level II cultural resources, unless they meet the requirements that have been described for Level I cultural resources. Buildings may also be considered Level II cultural resources in accordance with criteria described in 2.2.2.1, above.

###### **2.2.3**

##### **Other:**

While all resources under the administration of Parks Canada deserve initial consideration as cultural resources, resources that are determined, upon evaluation, not to meet criteria established for Levels I and II are exempted from this policy, and will be managed under other appropriate processes and policies.

###### **2.2.3.1**

Resources evaluated and deemed not to be cultural resources for purposes of this policy may

be re-evaluated at a later date.

## **2.3**

### **Consideration of Historic Value in Actions Affecting Cultural Resources**

Cultural resource management requires that the concept of historic value of cultural resources be fully integrated into the planning and delivery of conservation, presentation and operational programs.

#### **2.3.1**

Planning processes will recognize that resources of national historic significance are of highest value, and that resources of historic value are at the second level of importance.

#### **2.3.2**

In all actions that affect cultural resources, Parks Canada will consider the potential consequences of proposed actions and the cumulative impacts of those actions on the historic character of those resources, and will plan and implement measures that respect that historic character.

#### **2.3.3**

When a proposed action on lands or waters administered by Parks Canada requires an environmental assessment, that assessment will include consideration and mitigation of the impacts of the proposed action on cultural resources.

#### **2.3.4**

Interventions proposed to buildings designated "classified" under the Federal Heritage Buildings Policy will be submitted for review to the Federal Heritage Buildings Review Office.

#### **2.3.5**

In the case of buildings designated "recognized" under the Federal Heritage Buildings Policy, proposed interventions will be reviewed by the department, except for disposals and demolitions which will be submitted for review to the Federal Heritage Buildings Review Office.

## **2.4**

### **Monitoring and Review of Ongoing Activities**

Management processes will include the review and monitoring of activities that affect cultural resources and their presentation.

## **3.0**

### **Activities of Cultural Resource Management**

#### **3.1**

##### **Corporate Direction**

Parks Canada will ensure the application of the principles and practice of cultural resource management in all activities that may affect cultural resources and the historic character of those resources.

#### **3.1.1**

The principles and practice of cultural resource management will apply to those contracts, leases, licences, concessions or agreements that affect cultural resources administered by Parks Canada.

#### **3.2**

##### **Planning**

Effective planning sets out the ways and means by which cultural resources will be cared for and presented. Planning activities flow from policy objectives and adhere to policy principles. Through these activities Parks Canada ensures that the elements of good cultural resource management practice are in place in all systems and processes.

Long-range direction for the management of the cultural resources at each national park, national historic site and historic canal is established through the processes of management and service planning.

#### **3.2.1**

Given the multi-disciplinary nature of cultural resource management, planning practices will integrate in a timely fashion the contributions of responsible disciplines.

### **3.2.2**

Management planning for a national historic site will be based on the commemorative objectives that led to the designation and acquisition of the site. Primary themes developed in the course of management planning will be consistent with that designation. When, as a result of further research, it is considered that a primary theme should be changed, the matter will be referred to the Historic Sites and Monuments Board of Canada. The goal of management planning for national historic sites is to ensure the commemorative integrity of national historic sites and the application of cultural resource management principles and practice.

### **3.2.3**

Management plans for national historic sites that have been designated World Heritage Sites will contain strategies for protecting and promoting the values that resulted in this international designation.

### **3.2.4**

Management planning that affects cultural resources in national parks will deal with cultural resources on the basis of this policy and will be consistent with human history themes established for a park.

### **3.2.5**

Because cultural resources are managed for public benefit, public consultation is essential in planning. The principles of this policy will form part of the terms of reference for all public consultation regarding the management of cultural resources.

### **3.2.6**

Parks Canada will cooperate actively with other appropriate agencies with respect to shared cultural resource management concerns in land use planning, tourism and marketing.

### **3.2.7**

If, following the acquisition or establishment of a national park, national historic site or historic canal, additional lands or objects are required to

meet program objectives, these will be identified and acquired in accordance with established authorities and planning processes.

### **3.2.8**

When regulations are considered necessary for the effective management of public activities at a national historic site administered by Parks Canada, regulations made under an appropriate statutory authority will be applied.

### **3.3**

#### **Research**

Ongoing research and investigation will be carried out as they are essential to the success of cultural resource management. Research is fundamental to the achievement of conservation objectives, high-quality interpretation and public programs, and the advancement of knowledge.

### **3.3.1**

Research and the results of research will be the basis for activities that have an impact on cultural resources and their presentation.

### **3.3.2**

Results of research will be made available to the public in the form of publications and other media.

### **3.3.3**

Parks Canada will cooperate with other professionals, research agencies and individuals to achieve mutual objectives.

### **3.4**

#### **Conservation**

Conservation encompasses the activities that are aimed at the safeguarding of a cultural resource so as to retain its historic value and extend its physical life. There are conservation disciplines that address different kinds of cultural resources. All share a broad concept of conservation that embraces one or more strategies that can be placed on a continuum that runs from least intervention to greatest; that is, from

maintenance to modification of the cultural resource.

### **3.4.1 General**

#### **3.4.1.1**

In planning conservation activities Parks Canada will ensure first and foremost the basic protection of its cultural resources. With regard to cultural resources, the highest obligation is to the protection and presentation of resources of national historic significance.

#### **3.4.1.2**

In undertaking conservation activities Parks Canada is especially cognizant of the principles of respect for the existing form and material that constitute the historic character of a cultural resource. Conservation activities will therefore involve the least possible intervention to achieve objectives.

#### **3.4.1.3**

In dealing with issues relating to the protection of existing fabric and enhancement through modification for presentation, Parks Canada will apply the five principles of cultural resource management to determine the most appropriate treatment. Respect for historic value will be the central consideration.

#### **3.4.1.4**

In determining the most appropriate conservation treatment, consideration will be given to the following factors:

- i) the historic character of the cultural resource as determined through evaluation;
- ii) the physical condition, integrity and context of the resource;
- iii) the impact of the treatment on the integrity of historic fabric and character;
- iv) available documentation and information;
- v) the opportunities for presentation and potential appropriate uses of the

resource; and

vi) available financial and human resources.

#### **3.4.1.5**

Activities involving some replacement are the most interventionist of conservation activities and will be the last to be considered.

#### **3.4.1.6**

The reproduction, reconstruction or replication of a cultural resource will be considered as an interpretative option, not as a conservation activity. These activities are addressed in section 3.5.2 on Interpretation.

### **3.4.2 Maintenance**

Conservation involves not just a once-in-a-lifetime intervention to a cultural resource but equally its routine and cyclical maintenance. Parks Canada will employ conservation maintenance to mitigate wear and deterioration without altering the performance, integrity or appearance of a resource.

### **3.4.3 Preservation**

Preservation encompasses conservation activities that consolidate and maintain the existing form, material and integrity of a resource. Preservation includes short-term protective measures as well as long-term actions to retard deterioration or prevent damage. Preservation extends the life of the resource by providing it with a secure and stable environment.

Preservation activities will involve the least possible physical intervention and, in the case of interim measures, be as reversible as possible, so as not to jeopardize long-term conservation options. In the case of long-term measures, preservation activities ensure the stability and security of a resource so that it can be kept serviceable through routine maintenance.

### **3.4.4 Modification**

Modification encompasses conservation activities that may change the existing form or materials through treatments, repair, replacement of missing or deteriorated parts, or recovery of earlier known forms and materials. It involves a higher level of intervention than preservation. Modification may be undertaken in order to satisfy new uses or requirements, compatible with the historic character of a resource, as in the case of appropriate adaptive re-use of a structure; or to reveal, recover or represent a known earlier state of a resource, which is called restoration. Modification may involve some replacement of fabric.

#### **3.4.4.1**

Parks Canada will base modification on a sound knowledge of, and respect for, the historic character of the resource; particularly as that character is expressed by the existing form and material of the resource.

#### **3.4.4.2**

Parks Canada will assess and consider the impact of proposed modification activities on the historic character of cultural resources and will identify and consider the consequences of modification using the cultural resource management principles of value, public benefit, understanding, respect and integrity.

#### **3.4.4.3**

Restoration is a modification activity that will require clear evidence and detailed knowledge of the earlier forms and materials being recovered.

#### **3.4.4.4**

In the case of sites and structures, modification may include the activities of period restoration, and of rehabilitation for purposes of safety, property protection and access.

- i) Period restoration is the accurate recovery of an earlier form, fabric and detailing of a site or structure based on

evidence from recording, research and analysis, through the removal of later additions and the replacement of missing or deteriorated elements of the earlier period. Depending on the intent and degree of intervention, period restoration may be a presentation rather than a conservation activity.

- ii) Rehabilitation is the modification, including adaptive re-use, of a resource to meet various functional requirements while preserving the historic character of the structure.

#### **3.4.4.5**

In the case of artifacts, modification includes removal of the products of deterioration such as corrosion, repair, and the infilling of missing parts. Modification also includes restoration, which returns the object or specimen to a known earlier visual state, using compatible construction methods and materials.

### **3.5 Presentation**

Presentation encompasses activities, facilities, programs and services, including those related to interpretation and visitor activities, that bring the public into contact, either directly or indirectly, with national historic sites, national parks and historic canals. Parks Canada presents these places by promoting awareness of them, by encouraging visitation, by disseminating information about them and about opportunities to enjoy them, by interpreting them and their wider significance to visitors and non-visitors, by providing opportunities for appropriate visitor use and public involvement, and by providing essential services and facilities.

#### **3.5.1 General**

The presentation of cultural resources offers the public a wide range of opportunities to understand, appreciate and enjoy those resources.

### **3.5.1.1**

Parks Canada will integrate its activities so that efforts at presentation will respect and enhance the historic value of the whole in order to contribute to a positive experience for the public. A knowledge of the nature and interests of the public will enable Parks Canada to enhance that experience by appropriate means of presentation.

### **3.5.1.2**

In planning and implementing the presentation of cultural resources at national historic sites, national parks and historic canals, Parks Canada will cooperate with individuals, organizations and agencies.

### **3.5.1.3**

New structures and buildings at national historic sites will respect and be compatible with the historic character of the site. Such new work will not be detailed in such a way as to be mistaken for a historic structure.

### **3.5.1.4**

Signs at national historic sites and for cultural resources will respect the historic character of those resources. Such signs may be distinctive.

### **3.5.1.5**

Parks Canada will encourage visitors to become familiar with the risks associated with access to cultural resources, and to exercise appropriate responsibility for their own safety. The qualities (historic value) that make access to a cultural resource desirable will not be diminished or destroyed in order to provide access, especially when public safety can be achieved by means other than modification.

### **3.5.1.6**

Information about cultural resources will be accessible to all visitors. Where the location of a resource, service or facility illustrating the historic value of cultural resources prevents access by persons with disabilities, special programs or services will be offered.

### **3.5.1.7**

Information about the richness and diversity of the family of national historic sites and how these sites express various aspects of our national identity will be made available to those who visit national historic sites administered by Parks Canada.

## **3.5.2**

### **Interpretation**

Interpretation seeks to reveal meanings and relationships so that the public will gain an enhanced awareness of what cultural resources signify. It includes the specialized activities by which Parks Canada communicates an understanding and appreciation of the historic value of particular places, things, events and activities to visitors and the public. This communication may be accomplished through firsthand experience of historic places, appropriate use of cultural resources and the use of media. An understanding of public needs and interests is indispensable for effective interpretation, because such understanding makes it possible to identify effective means to communicate the significance of cultural resources.

### **3.5.2.1**

In its interpretive activities Parks Canada will communicate the historic character of the cultural resources being presented, the historical significance of the specific national historic site, national park or historic canal, the relevant links between historical activities and the natural environment and the value of cultural resource management.

### **3.5.2.2**

Where there is a Ministerial designation of national historic significance, the primary interpretive obligation will be to communicate what has been designated as being of national historic significance.

### **3.5.2.3**

In selecting the most appropriate means and media for interpreting cultural resources and themes related to human history, Parks Canada will be guided by Ministerial decisions regarding the purpose and form of commemoration, and will consider the following factors:

- i) the commemorative intent, themes, purpose and objectives of the national historic site, national park or historic canal;
- ii) the historic value of the resource;
- iii) the interpretive potential of the resource and its themes;
- iv) visitor needs and expectations;
- v) the impact of interpretation activities on the resource;
- vi) the availability of knowledge on which to proceed;
- vii) opportunities for appropriate visitor use;
- viii) the relationship of specific interpretive options to the overall presentation of a site; and
- ix) available human and financial resources.

### **3.5.2.4**

Outreach programs will be developed to enhance knowledge and appreciation of national historic sites (including historic canals) as well as cultural resources in national parks and to promote heritage awareness and conservation.

### **3.5.2.5**

Interpretation is an ongoing activity. It will include the maintenance, monitoring and review of interpretation programs.

### **3.5.2.6**

Interpretation need not be complex to be effective. The kinds and levels of interpretation may range from letting the spirit of the place speak for itself to creating a sense of the past, although these forms are not mutually exclusive. No hierarchy of resources or interpretation activities is implied by the following examples, and all may be used at a specific location.

#### **3.5.2.6.1**

##### **Spirit of Place**

Some cultural resources evoke an aura or spirit that speaks directly to visitors with minimal interpretive support material.

This interpretive approach will be considered for resources and complexes that have retained their historic uses or function or whose integrity is intact; whose meaning is readily comprehensible; whose condition will not support more intensive use and development or whose integrity would be compromised by more elaborate development.

#### **3.5.2.6.2**

##### **Interpretive Media**

Parks Canada will use a variety of personal, print, exhibit and electronic media when there is a need to offer background, detail and perspective on the history of cultural resources.

#### **3.5.2.6.3**

##### **Creating a Sense of the Past**

Creating a sense of the past for the visitor is an interactive interpretive approach that may use a combination of the following activities: accurate restoration, reconstruction or replication of cultural resources; volumetric representation(s) of cultural resources; reproduction of period costumes and objects; role playing and representations of past activities. Creating a sense of the past is a comprehensive interpretive option that requires the integration of all aspects of the scene or environment being interpreted (for example, landscape treatments should be consistent with period restorations/reconstructions).

Parks Canada will consider creating a sense of the past as an interpretive option when:

- i) there is a specific commemorative objective to provide the visitor with an understanding of a defined period in the history of a site; and

- ii) the action is consistent with the principles of value, public benefit, understanding, respect and integrity of the site and its resources; and
- iii) resources and their setting possess sufficient historical integrity to support a complete scene or environment; and
- iv) there is sufficient understanding of the resource to ensure accuracy of detail; and
- v) cost can be justified in relation to historic significance and interpretive potential; and
- vi) in the case of established sites, demonstrated visitor demand or expectations warrant this type of development.

#### **3.5.2.6.3.1**

Reproductions may be manufactured and used in interpretation when:

- i) sufficient knowledge exists for an accurate reproduction; and
- ii) the original object is too fragile or cannot be provided with a stable display environment; or
- iii) more than one of an object is required; or
- iv) an object is to be handled or consumed.

#### **3.5.2.6.3.2**

The use of reproductions will be acknowledged.

#### **3.5.2.6.3.3**

In exceptional circumstances, the period reconstruction or replication of whole structures or complexes may be considered as the best possible means of achieving public understanding of a significant aspect of the past. Period reconstruction may not be undertaken unless:

- i) reconstruction of the vanished resource would make a significant contribution to historical, scientific or technical knowledge; and
- ii) the cost of reconstruction, including its maintenance and operation, can be

justified in relation to the historic significance and interpretive potential of the work.

If these considerations are met, reconstruction may only be considered if:

- a) there are no significant preservable remains that would be threatened by reconstruction; and
- b) the action will not compromise the commemorative integrity of the site; and
- c) there is sufficient research information to support an accurate reconstruction.

#### **3.5.2.6.3.4**

The use of period reconstructions will respect existing cultural resources and will be acknowledged.

#### **3.5.2.6.3.5**

Period reconstruction and reproductions are by definition contemporary work and have no *a priori* historic value. Because of their special character, however, they may be managed in accordance with this policy.

### **3.5.3**

#### **Special Programs and Events**

Special programs and events offer important opportunities to integrate the presentation of cultural resources at national historic sites, national parks and historic canals with related activities in their surrounding communities and to develop partnerships with others.

In planning for these activities and uses Parks Canada will be sensitive to the size, nature and interests of existing and potential visitor groups, while acknowledging that not all visitor expectations are compatible with the mandate for national historic sites and national parks.

#### **3.5.3.1**

Activities that are consistent with the principles of cultural resource management, that are appropriate to the specific national park,

national historic site or historic canal and that are acceptable will be encouraged.

#### **3.5.3.2**

Where warranted, special programs for targeted groups of visitors will be developed.

#### **3.5.3.3**

Special events and uses will be encouraged where they contribute directly to public appreciation of the historic themes, resources and opportunities of a national park, national historic site or historic canal.

#### **3.5.3.4**

Special events and uses will respect cultural resources and their historic character and will not impair the safety, experience and enjoyment of visitors.

#### **3.5.3.5**

Some special events and uses that are otherwise appropriate may depict the past in ways that are not specifically accurate to the site. In cases where such events or special uses are permitted, these discrepancies will be acknowledged.

#### **3.5.3.6**

Research and study by others of cultural resources at national historic sites, national parks and historic canals will be encouraged as an appropriate activity when such work respects the principles of this policy and is compatible with visitor activities.

#### **3.5.4**

##### **Services and Facilities**

###### **3.5.4.1**

Facilities and services necessary to achieve public understanding, appreciation and enjoyment of cultural resources will be provided.

###### **3.5.4.2**

Services and facilities may be provided through contract, lease, licence, concession or agreement.



## GLOSSARY



## GLOSSARY

### Accommodation

**substantial:** privately owned and operated low-density, roofed, visitor accommodation located on leased land, and which may provide associated services such as food or equipment rentals in support of the main function of providing visitor accommodation.

**traditional:** low-cost visitor accommodation that includes a variety of backcountry and frontcountry camping opportunities with related amenities; shelters; and privately operated hostels.

### Active Management

Any prescribed course of action directed towards maintaining or changing the condition of cultural, physical or biological resources to achieve specific Parks Canada objectives.

### Activity Policy

A set of policies governing one of the seven program elements of Parks Canada, which include National Parks, National Historic Sites, Canadian Heritage Rivers, National Marine Conservation Areas, Historic Canals, Federal Heritage Buildings and Heritage Railway Stations.

### Appropriate Visitor Activity

An activity which:

- is consistent with these policies and the protection of ecological and/or commemorative integrity of protected heritage areas;
- is especially suited to the particular conditions of a specific protected heritage area; and

- provides the means to appreciate, understand and enjoy protected heritage area themes, messages and stories.

### Biosphere Reserves

Representative examples of landscapes, each with their characteristic plants, animals and human uses, which have been given an international designation under Unesco's Man and the Biosphere Programme (MAB), launched in November 1971 by the United Nations Educational, Scientific and Cultural Organization. Each biosphere reserve is made up of a protected "core" of undisturbed landscape (such as a national park), together with nearby areas showing some of the ways in which once-similar landscapes are being managed to meet human needs.

### Canadian Heritage River

A river or section of a river which has been determined by the Canadian Heritage Rivers Board to have outstanding Canadian natural heritage, human heritage and/or recreational value.

### Canadian History

The record of the entire human past in what is now Canada.

### Canadian Parks Partnership

Formed in 1986 as a nation-wide alliance of volunteer cooperating associations, the Canadian Parks Partnership supports National Parks, National Historic Sites and Historic Canals in every province across Canada. It supports the department in accomplishing its mandate, enhancing programs, delivering messages and providing a vehicle for Canadians to participate in and have a sense of ownership of Canada's

system of parks, national historic sites and canals. Revenue generated from products, corporate sponsorships and donations goes into the Partners Parks Fund to support and enhance Parks Canada - Parks Service programs (see Cooperating Association).

### **Commemoration**

Ministerial recognition of the national significance of specific lands or waters by acquisition or by agreement, or by another means deemed appropriate within the Minister's authority for purposes of protecting and presenting heritage places and resources, erection of a plaque or monument.

### **Commemorative Integrity**

A historic place (national historic site, heritage railway station, federal heritage building, etc.) may be said to possess commemorative integrity when the resources that symbolize or represent its importance are not impaired or under threat, when the reasons for its significance are effectively communicated to the public, and when the heritage value of the place is respected.

### **Condominium Ownership**

A form of property ownership in which individual elements are owned by individuals, but common elements are held by all owners as tenants in common.

### **Cooperating Association**

A registered, non-governmental, nonprofit corporation which provides services to the public at National Parks, National Historic Sites, and Historic Canals. Cooperating associations and their national umbrella organization, the Canadian Parks Partnership (CPP), are principal partners with Parks Canada in achieving its mandate for heritage protection and education. Through their voluntary efforts and shared objectives the constituency of support for Canada's system of parks and historic sites is

greatly enhanced. Through the sale of theme-related products and the conduct of special events, an association may generate revenues for funding activities directly supportive of park, historic site or canal objectives (see Canadian Parks Partnership).

### **Cultural Landscape**

Any geographical area that has been modified, influenced, or given special cultural meaning by people.

### **Cultural Resource Management**

Generally accepted practices for the conservation and presentation of cultural resources, founded on principles and carried out in a practice that integrates professional, technical and administrative activities so that the historic value of cultural resources is taken into account in actions that might affect them. In Parks Canada, Cultural Resource Management encompasses the presentation and use, as well as the conservation of, cultural resources.

### **Cultural Resource**

A human work or a place which gives evidence of human activity or has spiritual or cultural meaning, and which has been determined to have historic value.

### **Ecological Integrity**

A condition where the structure and function of an ecosystem are unimpaired by stresses induced by human activity and are likely to persist.

### **Ecological Integrity, Maintenance of**

Managing ecosystems in such a way that ecological processes are maintained and genetic, species and ecosystem diversity are assured for the future.

## **Federal Heritage Building**

Any federally owned building that has been designated by the Minister of Canadian Heritage under the Federal Heritage Buildings Policy.

## **Federal Heritage Buildings Review Office**

An interdepartmental advisory body responsible for identifying which federal buildings merit designation as federal heritage buildings, and for monitoring the conservation and continued use of these buildings.

## **Heritage Railway Station**

A railway station that has been designated as a "Heritage Railway Station" by the Minister of Canadian Heritage.

## **Heritage Area**

A generic term used to signify those geographical areas which are included within the Parks Canada Program. These include National Parks, National Marine Conservation Areas, National Historic Sites and Historic Canals.

## **Heritage Resources**

A Heritage Area, or any natural or cultural features associated with Heritage Areas or potential Areas.

## **Heritage Tourism**

An immersion in the natural history, human heritage, the arts and philosophy, and the institutions of another region or country that creates understanding, awareness and support for the nation's heritage.

## **Historic Canal**

An administrative term referring to those canals operated by Parks Canada for purposes of navigation as well as for protection, enjoyment and interpretation of their cultural and natural

heritage values. Many of these operating canals have been designated as national historic sites under the authority of the *Historic Sites and Monuments Act*, and are managed in accordance with the "administration, preservation and maintenance" clause of that Act.

## **Historic Museum**

A museum established under the authority of section 3(c) of the *Historic Sites and Monuments Act* to commemorate a historic place.

## **Historic Value**

A value assigned by Parks Canada to a resource, whereby it is recognized as a cultural resource. All resources have historical value; only those which are considered to have importance over and above the historical, have historic value.

## **Historical**

Of, relating to, or of the nature of, history, as opposed to fiction. "Historical" refers more broadly to what is concerned with history, whereas the term "historic" refers to having importance in, or influence on, history.

## **Hostels**

A public building which offers low-cost, supervised, overnight accommodation for use by families, groups or individuals.

## **Indigenous Species**

Organisms that occur naturally in a particular area instead of being introduced, directly or indirectly, by human activity.

## **Land Tenure Agreements**

Any form of agreement including lease, licence of occupation or permits, that grants a right of occupancy of Parks Canada - administered lands from the Crown to the holder of the agreement.

## **Licence of Occupation**

A licence granting a right of occupancy of specified lands for a specific purpose, without conferring any interest in the lands.

## **Management Plan**

A document that constitutes the local expression of the general policies of the department and approved by the Minister following extensive public participation. This plan directs the long-term development and operation of a park, national historic site or canal. It constitutes a framework within which subsequent management, implementation and detailed planning will take place.

## **National Historic Site**

Any place declared to be of national historic interest or significance by the Minister responsible for Parks Canada.

## **National Marine Conservation Areas**

A designated marine area set aside in accordance with the National Marine Conservation Area Policy.

## **National Park**

Natural area of land and/or sea, designated to (a) protect the ecological integrity of one or more ecosystems for present and future generations; (b) exclude exploitation or occupation inimical to the purposes of designation of the area; and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible.

Source: "Guidelines for Protected Areas Management Categories" - IUCN - The World Conservation Union (1994).

In Canada, the word also means a national park

as described in Schedule 1 of the *National Parks Act*. It is an area which has been identified as a natural area of Canadian significance, which has been acquired by Canada and designated by Parliament as a national park, and over which Parks Canada has been given administration and control under the authority of the *National Parks Act*. It is managed for the benefit, education and enjoyment of Canadians so as to leave it unimpaired for future generations.

## **Natural Areas of Canadian Significance (NACS)**

A natural area which provides outstanding representation of the geology, physiography, vegetation and wildlife that is characteristic of its larger natural region. A potential national park is selected from among NACS within a natural region not represented in the system of national parks.

## **Park Conservation Plan**

A management document that contains objectives and action plans for the protection and management of a park's natural ecosystems and components.

## **Presentation**

Activities, services and facilities that bring the public into direct or indirect contact with national historic sites, national parks and historic canals, and the resources associated with them.

## **Proponent**

The individual or organization intending to undertake a project or activity that is subject to the federal environmental assessment and review process.

## **Protection**

With respect to ecosystems, it means regulatory, resource management and public education programs aimed at ensuring they are maintained

in as natural a state as possible. In the context of cultural resources, protection has a range of meanings. It may refer to the basic maintenance of a resource, often as a preliminary to other work; it may be used as a synonym for preservation or conservation, or it may refer to an administrative regime under which a site/resource is managed or protected.

### **Protected Heritage Areas**

Protected heritage areas are:

- a) areas that have been accorded "protected" status, because of their natural or cultural qualities, through acquisition or application of land-use controls;
- b) as well as areas that have been recognized as having natural or cultural heritage value and which require some form of protected status in order to ensure their long-term protection.

In the former case, management practices flow from the protected status; in the latter, management focuses on the need to devise an appropriate form of protection status. "Protected Heritage Areas" include, but are not limited to, all the program elements and activities set out in this Policy.

### **Recognition**

A term used to indicate that a heritage resource (natural or cultural) has significance to all Canadians and warrants protection and presentation, either directly or indirectly, through one of the Parks Canada programs.

### **Seasonal Camping Area**

An area in a visitor centre in which individual lots can be developed, and where moveable buildings can be placed, for a limited annual season under the authority of a seasonal camping permit; the permit gives no interest in the land to the permit holder. The areas exist only in the communities of Wasagaming in Riding Mountain National Park, and Waskesiu in Prince Albert National Park.

### **Seasonal Cottage Residence**

The residential use of Parks Canada administered lands, held under a lease, which restricts occupancy of the cottage to a specified period of the year, normally April 1st to October 31st.

### **Service Plan**

A document that translates the conceptual direction of the Management Plan into a detailed offer of service to the public, with an implementation strategy.

### **Sustainable Manner**

The use of resources in a way that ensures their integrity is not destroyed.

### **Sustainable Use**

A general term meaning that people can gain direct and indirect benefits from heritage resources over the long term, without destroying them.

### **Visitor Activity Management Process**

A decision-making framework used by Parks Canada to contribute to the preparation, integration and implementation of the public opportunity portion of management plans and service plans. This framework applies to both new and existing parks, historic sites or canals and assists in: identifying opportunities and assessing public needs related to public understanding, appreciation and enjoyment; visitor activities planning, definition of levels of service, and operation of facilities; and evaluation of effectiveness in providing service to the public consistent with the Parks Canada mandate.

### **Visitor Risk Management**

A decision-making framework, based upon policy and directives, to structure visitor safety programs. Visitor risk management guides the

development of a risk assessment and subsequent risk control measures. Visitor risk management determines appropriate levels of service to manage existing, new, potential, or shifting activity risk levels within a protected heritage area.

### **Visitor Activity**

Educational or recreational pursuits that contribute to an understanding, appreciation and enjoyment of heritage resources.

### **Volumetric Representation**

A representation that recreates the basic form (volume) of a cultural resource using techniques that do not entail the use of materials, details or construction methods of the original.

### **Volunteer**

A person, or group, who has signed an agreement to contribute time and talent to complete a project without pay.

### **Wilderness**

"An enduring natural area of sufficient size to protect pristine ecosystems which may serve physical and spiritual well being. It is an area where little or no persistent evidence of human intrusion is permitted so that ecosystems may continue to evolve." National Wilderness Colloquium (1988).

### **World Heritage Site**

A cultural or natural site that is designated as having outstanding universal value by the World Heritage Committee, according to its criteria. The committee was established to oversee implementation of Unesco's 1972 World Heritage Convention.

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